Brighton

central area study

BRIGHTON CENTRAL AREA STUDY

FINAL REPORT

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1. INTRODUCTION

1.1 In 1965 Brighton County Borough Council, East Sussex County Council, West Sussex County Council and Hove Borough Council set up a Survey Team under the direction of the late Dr. J.I. Whitehead to undertake a land use transportation study for an area stretching from Lancing in the west to Seaford in the east and bounded by the Downs to the north. We were commissioned in May, 1967 to prepare a town centre map for Brighton, in the context of planning proposals for Brighton and the area, to be prepared by the Authorities; to study the scale and location of the shopping, commercial and industrial districts of Hove and Portslade; to study shopping requirements and holiday recreational facilities throughout the Survey Area; and to consider the inter-relationship and impact of these proposals and studies on the alternative land use/transportation plans to be prepared and tested by the Survey Team.

1.2 We presented our Interim Report in April, 1968; this was concerned mainly with draft proposals for the Town Centre Plan for Brighton up to 2011 but the recommendations were considered in the wider context of the initial results and proposals arising from the work of the Survey Team. These were set out in Appendices to the Interim Report, prepared by the Survey Team.

1.3 Our report was published, a summary was widely distributed to the local residents, public meetings were held to explain the proposals and comments were invited. The report and comments were considered by the Brighton Planning Committee on 22nd October, 1968 and by the Council on 21 November, 1968. At these meetings particular consideration was given to a report by the Town Clerk on the question of blight which could arise as a result of long term planning proposals adversely affecting the value of property. The Council decided to propose to the other Authorities that an urban structure plan, under the Town & Country Planning Act, 1968, should be prepared for the Survey Area and that the Consultants should proceed with proposals for developments in the central area during the period to 1981, in the context of the urban structure plan.

1.4 Subsequently it was decided by the three Authorities to set up a joint team to prepare the structure plan and work was started early in 1970. This plan will provide the ultimate context for the Brighton Town Centre Plan; in the meantime we have proceeded with our studies, as instructed but without the benefit of this context, although we have had useful discussions with the team.

1.5 In December 1971, the Team published a report setting out alternative strategies for the Survey Area. Three growth strategies were considered. The first restricted growth to provide a 2001 population of 375,000 as compared with the 1966 population of 341,000; the second allowed for concentrated growth of high density development and redevelopment, with a 2001 population of 460,000; and the third included outside growth into the Downs and the countryside, also with a population of 460,000. The Team refer to the basic conflict between conservation and growth and point out that if the environmental quality of the area is to be maintained, additional housing could be provided to accommodate only between 62,000 and 84,000 persons. Housing for some 50,000 persons would be required to provide a separate dwelling for each family and also to meet the forecast decline in household size. The highest increase in population in accordance with this environmental policy would be 34,000 (84,000 – 50,000), giving a capacity of about 375,000.

1.6 The preferred strategy, therefore, is the first, with population and employment growth restricted on environmental grounds and with the prime function of the area to continue to be service centre, manufacturing industry and dormitory residential, but the relative importance of the service element to be increased.

1.7 We submitted a progress report in October, 1970, setting out the results of a study of traffic requirements within the central area in 1981, undertaken to provide a framework, particularly in traffic planning terms, for the preparation of proposals for the ten year period to 1981. At the meeting of Brighton Council

on 17th December, 1970, our report was approved.

1.8 In March, 1971, we submitted our final report on Shopping & Services Trades, Holiday Recreation Facilities and Industrial Development in Hove and Portslade. We now present our Final Report on Brighton Central Area.

Interim Report

1.9 The Consultants' Interim Report presented a broad strategy for planned changes in the Brighton area up to 2011, with particular emphasis on the development of the central area. The main aims of the report were to give a clear indication of the planning problems of the central area and to make proposals for the policies and actions necessary to overcome them.

1.10 No one can be concerned with Brighton without being impressed with its importance as a shopping, entertainment and education centre and a seaside resort and moved by its unique heritage of fine buildings from a past age. Brighton has character. It also faces grave problems arising from outworn buildings and in particular from the effects of traffic; congestion, noise, danger to pedestrians and lack of parking space. To set the town on the right course over the coming years it is necessary to deal with these problems, particularly that of traffic. Unless these can be solved in such a way that the centre of the town can once again become a civilised meeting place, Brighton is likely to suffer in commercial as well as in environmental qualities.

1.11 Descriptions of topographical features, principal areas, historic and significant buildings and land use patterns were included in some detail, and many of these are reiterated in the local area studies in Chapter 6.

1.12 Few changes in land use were included in the Interim Report, the principal proposal being the development of the Valley Gardens as a linear park forming the focus of an area to be used for civic, cultural and educational purposes. A high buildings policy was proposed.

1.13 The road proposals were in two categories; the main roads in the Survey Area and the roads in and around Brighton Town Centre. In the Survey Area it was proposed that there should be a new high capacity east-west road inland throughout the length of the area, connecting to London Road and Lewes Road and serving the town centre. To the west the only road that could fulfil this function was Old Shoreham Road but its future capacity was limited. The most suitable route for a new road was parallel to the railway, linking at its western end to the extension of the new road from the Adur Bridge. In Brighton this road would connect to London Road, north of the station, and Lewes Road. From here the road would run South, parallel and to the east of the Valley Gardens and turn east on or near the line of Edward Street to connect onto the coast road beyond the built up area.

1.14 This principal road would provide three main access points to the central area. From the Old Shoreham Road junction, a road ran south, close to the Brighton/Hove boundary, under Western Road to join The Front at Embassy Court. From the London Road junction a road ran south to serve car parks and give access to North Road. From a junction to the east of the Police Station, access was gained to car parks, to the Valley Gardens and, through Upper and Lower Rock Gardens, to The Front. The east and west roads, together with the principal road to the north formed three sides of a box around the centre. The fourth side was The Front and this had particular traffic problems with noise nuisance to the adjoining properties and major vehicle-pedestrian conflicts, particularly at the Palace Pier. Various proposals were investigated for dealing with this major traffic route and on balance it was considered that the best solution would be to cut the road at the Palace Pier, except possibly for buses. This would increase traffic flows on the other side of the box and lengthen some travel distances but the improvement of the environment of Brighton Front would be very great.

1.15 As a result of these major road proposals, traffic flows would be considerably reduced on the roads within the central area, particularly the shopping streets and the Valley Gardens. Some roads would be closed to cars and even to service vehicles except at certain periods and others would be available to buses only. Car parks would be provided within 200 yards where possible or a maximum of 300 yards of all main shopping areas and principal buildings.

1.16 These proposals for the period to 2011 were put forward in the Interim Report in the belief that they would provide the basis for a comprehensive attack on the problems facing Brighton. It is a town with a difficult topography but with a unique character as a seaside resort of outstanding quality. The problems must be solved to ensure its continued prosperity.

Final Report

1.17 This Final Report deals with the proposals for the central area of Brighton over the short term to 1981. After this introduction, Chapter 2 contains a summary of the report which can be read to obtain a general account of the proposals. The subsequent chapters deal with particular aspects of the study in depth for those who wish to follow the arguments in greater detail. Chapter 3 and 4 cover movement and land use and Chapter 5 deals with the important subject of environmental planning. Chapter 6 comprises accounts of the detail studies for local areas within the centre and Chapter 7 deals with implementation of the proposals.

1.18 In preparing this final report, we must again acknowledge the help and information provided to us by the Officers of Brighton County Borough Council, East Sussex County Council, West Sussex County Council, Hove Borough Council, and the Brighton Urban Structure Plan Team.

2. BRIGHTON CENTRAL AREA PLANNING PROPOSALS

Introduction

2.1 Brighton is an historic town of great character, a shopping centre of regional importance, a residential area of considerable quality and a resort and conference centre of national and international renown. It occupies a coastal site in a countryside of beauty and charm and has excellent communications with London.

2.2 The town has developed from the ancient fishing village of Brighthelmstone, to spread over the foothills of the South Downs around the central valley which runs inland at right angles to the coast. The original street pattern of the Old Town still survives. The Valley Gardens occupies the central valley which divides at St. Peter's Church, into two arms containing London Road and Lewes Road. Along the front are the succession of fine squares, crescents and terraces of the Regency period facing the wide promenade which is punctuated by the two piers. Extensive 19th century residential areas are situated on the hills on either side of the central valley, behind the more formal architectural scene of the narrow coastal plain. But the crowning glory of Brighton is the Pavilion Gardens with its undulating lawns and fine mature trees providing a setting for the Royal Pavilion, the Dome and the Theatre Royal. The Pavilion with its rich detail and picturesque outline and its unique character is the best known landmark of the town.

2.3 The planning problems of the central area of Brighton arise in part from its success as a centre of regional importance, in part from its topography and in part from its failure to adapt its roads and streets to the traffic conditions of the late 20th century; they are not concerned with providing the many extra facilities that a substantial increase in population would demand. With the restricting girdle of the South Downs there is little opportunity for Brighton to expand in size.

2.4 Although there are outworn buildings there will be comparatively little change in land use in the centre; the emphasis should be on some redevelopment and much improvement. But there must be a considerable expansion of facilities for major conferences if Brighton is to maintain its position in this highly competitive field.

2.5 The main problems are concerned with traffic; congestion on the roads, insufficient parking space, inconvenient public transport, and danger, noise and pollution for pedestrians.

2.6 The proposals which are set out here cover those schemes likely to be carried out over the next ten years (Fig.58); unfortunately they cannot attempt to solve all the problems in that time. But they can provide a basis for long term action in the future and in themselves can bring about some much needed improvements in the short term.

Movement

2.7 The central area of Brighton is the main attraction for traffic from all parts of the region; this means that the number of vehicles in the centre cannot be reduced greatly by removing through traffic. The problems in the centre have to be tackled without resource to bypass roads to the north, although these may well be required for other reasons.

2.8 The main roads serving the central area carry very heavy traffic flows, causing congestion for the motorist, delays to buses, danger to pedestrians and environmental problems over much of the area. These problems are accentuated because many of the routes are busy shopping streets; the Valley Gardens with the most vehicles provides the major open space in the centre; and the heavy traffic on The Front forms a barrier between the town and the sea. Added to

fig. 1

KEY

Ground: less than 1:15

1:15 – 1:7

more than 1:7

Streets: 1:15 – 1:7

more than 1:7

slope

0 ¼ mile ½

KEY feet

0 – 50

50 – 100

100 – 150

150 – 200

200 – 250

250 – 300

contour plan

N

Topography

the traffic on the roads is the congestion at the major junctions; Seven Dials; Preston Circus, at the northern entrance; the Clock Tower, the very centre of the shopping area; and the Aquarium, at a focal point on the sea front (Fig.2).

2.9 There are no restrictions on the movement of commercial vehicles in Brighton and quite large numbers take advantage of the flat routes along The Front and Valley Gardens. Parking on streets adds to congestion and causes danger to pedestrians, apart from being unsightly.

2.10 This is the existing situation, but car ownership is likely to double by 1981. This will not only increase the problems on the main roads, but will also add to the number of vehicles finding short cuts through residential areas.

2.11 The planning objectives for the next ten years can be stated. Convenient access must be provided to and from the centre; the prosperity of Brighton depends on it. Traffic moving in or around the central area should be prevented from using shopping streets and residential areas unless the drivers have business there. Pedestrians should have the maximum freedom to use the various facilities without danger from vehicles. Adequate car parking should be available, with direct access from the main roads and within easy walking distance of the shops and public buildings. A new bus station should be provided to replace the poor facilities at Old Steine and bus routes should be reorganised to ensure easy access to the various points of attraction in the centre, where necessary using roads not open to through traffic. Environmental conditions must be safeguarded. Above all, any solution must take account of the money and labour available for new projects.

2.12 The planning proposals which have been worked out to meet these objectives are based on a package of policies, including the construction of new roads and the use of some existing roads for main traffic flows; management measures, such as street closures and one-way traffic, to reduce use of other roads by vehicles which are not stopping in the area; the provision of car parks under the control of the Council; and improvements in bus services.

2.13 Roads are graded in accordance with their traffic importance; primary distributor roads to carry traffic from one part of the town to another and distribute it to the various entrances to the central area; district roads to bring traffic from the principal roads to the main car parks, and in some cases to form links between primary distributor routes until new roads can be built; local distributor roads to provide access through areas, to be used by local traffic only; local access roads to serve individual buildings; and service only roads to provide access for commercial vehicles to shops and for buses.

2.14 Planning for pedestrians is an essential part of the proposals. Generally they will be able to use their own system of routes either as separate paths or with only light flows of essential traffic. Even where servicing to the fronts of existing shops is unavoidable at present, it should be possible to restrict this to certain times outside the main shopping hours.

2.15 In the next ten years it is not possible to build all the roads required but one important section is proposed (Fig.52). A new road links Old Shoreham Road to The Level, forming part of the northern route around the centre and passing over a new roundabout junction east of the railway, to replace Preston Circus from which the spine road runs south the Church Street to provide access to a major car park. It is proposed that the new east-west primary distributor road should cross under the railway and over the new roundabout, to which it would be connected by slip roads, and reach ground level near Ditchling. The spine road between the roundabout and Trafalgar Street has two separate carriageways; the eastern uses New England Street and New York Street and the western runs along the edge of the railway land and would be in cutting before reaching the junction. From Trafalgar Street to Church Street the road could be elevated, on a line immediately east of King Street,

the Post Office building and the Electricity depot.

2.16 Various alternative routes were considered for these new roads and the final recommendations were based not only on traffic and cost requirements, but also on studies into the environmental impact on the areas through which the roads would pass, in terms of noise and their visual and barrier effects. The new roads will require the demolition of some 520 dwellings; new sites can be found in the central area for about 425 houses, although all of these may not be suitable for the displaced families from the demolished dwellings. Some houses will be affected by excessive traffic noise or other environmental problems; in most cases remedial action can be taken to remove this nuisance or reduce it to reasonable levels but the removal of some additional houses may prove to be necessary.

2.17 It is unforunate that the Valley Gardens and The Front will still carry heavy traffic flows; it is essential that these should be removed in the longer term. A solution to this basic problem is to build roads to the west and east of the area as well as to the north as described above, and to sever The Front at the Aquarium, except possibly for buses. Such a scheme was included in the Interim Report prepared by the Planning Consultants in 1968, and would accommodate the present short term proposals.

2.18 Until a new road can be provided west of the central area, it is proposed that Montpelier Road should be used as a north/south one way route and Western Street, Norfolk Road and Windlesham Road as a south/north route. West Street, Queen's Road, Terminus Road and Buckingham Place would link The Front to Seven Dials, also south to north.

2.19 The proposals for the construction of the new roads and the rerouting of traffic will bring benefits to pedestrians as well as motorists. Thus much of the traffic will be removed from the local roads and shopping streets. Careful studies have been made of the various local areas at Regency Square, Clifton Hill, London Road, North Road, Old Town and St. James's Street, and traffic proposals of the types illustrated should result in light traffic flows on the local roads within the environmental areas. For example only service vehicles at certain times, and buses should use Western Road, North Street, London Road, and St. James's Street, and parts of Dyke Road would be closed to all traffic. Many of these schemes must await the provision of some new roads, but it may well be possible to undertake some traffic management measures at an early date, even on an experimental basis.

2.20 Various ways of restricting the total amount of traffic coming to the centre have been investigated and the most positive and direct method is to limit the amount of parking. At present there are about 7,582 spaces available, including 3,265 on street spaces; it is proposed that by 1981 there should be about 10,000 spaces. These would allow for almost all short stay parking required by shoppers, whilst the majority of commuters should use buses. This will ensure that traffic flows will be within the traffic capacities of the main roads, although environmental standards will not always be satisfactory.

2.21 The main car parks will be at Regency Square, Churchill Square, Bond Street/King Street, Central Station, York Hill, Blackman Street, Open Market site, Dorset Street and the Town Hall site, with a total of about 8,000 spaces (Fig.58). On street parking should be reduced to about 500 spaces and the remainder would be in small existing off street parks.

2.22 A new bus station is proposed under the car park at Bond Street and King Street, at the end of the new spine road, to accommodate rural and express services, with stopping bays nearby for town services (Fig.44). This site is close to the Pavilion area and the main shops and will lead to a reduction of buses in the Valley Gardens. Proposals for bus routing in the centre include the use of a bus lane on West Street and bus only streets to give priority to public transport. A high level of access to all the main points of

attraction in the central area can be achieved by the use of about ten overlapping routes instead of the present thirty, although the various services will, of course, take widely different routes outside the centre. These central routes would pass through the various areas of the centre and would include North Street, Western Road, St. James's Street and London Road, where there would be restrictions on other vehicles (Fig.53).

2.23 A network of pedestrian routes will be provided throughout the centre, including a walkway between the new bus station and a car park at Bond Street, which passes through a new shopping development at Queen's Road on the site of the Regent Cinema to the Clock Tower; the route from North Street to Trafalgar Street; the main shopping streets which will be principally for pedestrian use; squares from which traffic will be removed; and the local roads and paths in residential areas where traffic will be limited mainly to residents cars and service vehicles.

Development

2.24 Brighton town centre combines a number of shopping functions; a specialist regional centre serving a wide area in and around the town; a weekly shopping centre; and a daily centre for the local residents. The policy now recommended is that the town centre shops around the Clock Tower, in Western Road, Queen's Road, North Street, the Old Town and Bond Street, would be encouraged to cater mainly for speciality and durable goods and that the outlying shopping areas at London Road, St. James's Street, the west end of Western Road and Seven Dials should be used more for local and weekly shopping.

2.25 The main shopping area is linked by the proposed pedestrian network forming a loop to and from the new bus station. There would be some new shops at Bond Street, with small shops adjoining on either side of an arcade, running east/west through the new bus and coach station, where people descend from the multi storey car park above. To the west of Windsor Street, the pedestrian route enters a new shopping development on the site of the Regent Cinema (Fig.37). The pedestrian route then crosses to the Clock Tower and to Churchill Square and turns east to Duke Street where there could be a new shopping area on the site of Dreadnought Garage as an extension of The Lanes. From there the route crosses Ship Street and Black Lion Street, enters a proposed shopping square near Market Street and returns through East Street to North Street and the bus station.

2.26 Smaller shopping developments are proposed in London Road, in the Open Market area, at St. Bartholomew's Church, and in St. James's Street.

2.27 Office development in Brighton is at present restricted by Government controls and it is difficult to forecast the amount of accommodation that will be built in the next ten years. A number of sites are proposed, however, where it would be possible to provide an additional 350,000 sq. ft. of floor space, without damage to the environment of residential areas or by building too high, or by increasing traffic flows unduly.

2.28 The most suitable location is the vacant site owned by British Rail which can be well served by the proposed spine road and the station. Other sites for smaller developments are at Church Street/Jubilee Street and Frederick Place. Small suites of professional or similar offices could also be provided in other building schemes.

2.29 New local government offices are proposed at Pavilion Parade between St. James's Street and Edward Street, as part of a civic complex. The fine residential terraces around the site should be preserved and the new buildings limited to five storeys in height (Fig.48).

2.30 The increasing leisure and mobility of the population will lead to demands for new recreation facilities; this is particularly important for Brighton where there are opportunities to meet this demand from Britain and the Common Market countries and to increase its attraction for major conferences.

2.31 Two sea front sites are proposed for major developments. South of Churchill Square the Local Authority proposed a multi-purpose complex, including a conference/exhibition centre, and other facilities. The second site is between Bartholomews, Black Lion Street and King's Road, and could accommodate a new luxury hotel on the sea front, with ancillary facilities such as night club and casino, ballroom, shops and a winter garden. The existing Town Hall could be converted into an art gallery and museum, with an adjoining centre for arts, crafts and cultural pursuits. These developments would be grouped around a pedestrian square (Fig.46).

2.32 On the site at Church Street and Jubilee Street an extension is proposed to the central library and also facilities for education and youth needs and a swimming bath, in addition to a commercial office development and possibly some housing (Fig.45).

2.33 There are no proposals for attracting new industry to the central area but there is likely to be a need to relocate some of the existing factories, workshops and warehouses on other sites. The most suitable are in Queen's Gardens and Tichborne Street where warehouses could act as a noise barrier to the spine road, and around the northern end of the spine road, including the railway land. It is also recommended that National Carriers Ltd. should be moved to the north end of the vacant railway land so that the present site can be redeveloped.

2.34 The main education proposal is for extensions to the Technical College, including Departments of Engineering, Science and Business Studies, on the site at Whitecross Street, Cheapside and Trafalgar Street.

2.35 Housing should be retained in the central area wherever possible since the location is convenient to many people and every opportunity should be taken to use for housing purposes all suitable land that becomes available, even in small sites. Nevertheless it is likely that over 600 dwellings will be demolished for road works, car parks and other essential development or where the property is unfit. New housing sites are proposed for some 425 houses or flats, mainly around St. Bartholomew's Church, in the Cheltenham Place area, at Terminus Road and as part of new developments at Dreadnought Garage, Town Hall site, Black Lion Street, George Street and Manchester Street.

Improvement

2.36 Improvement of existing building and of the environment is a vital part of the total proposals; this is particularly important in a town with the heritage and character of Brighton. The road proposals should provide the opportunities for action in many areas; including residents' car parking, where garages are not available as in most parts of the central area; pedestrian routes; local open spaces; tree planting; and a general process of tidying up. Grants for improving buildings are available.

2.37 Where property is affected by noise and the visual intrusion of new roads, the necessary remedial works should be carried out when the roads are constructed, within the powers available in current legislation.

2.38 Two particular actions are proposed in Brighton; the designation of Conservation Areas and the declaration of General Improvement Areas.

2.39 A conservation policy is basic to any decisions on the planning of the central area and the Council are required, under the Town & Country Planning Act, 1971, to determine which parts of the town are of special architectural or historic interest and where it is desirable to preserve and improve the character of the area. Conservation, unlike preservation, is not restricted to individual buildings; it is concerned even more with the character and quality of an area. It does not involve the retention of every building in the area but it is essential that any new development should be in harmony with its surroundings.

2.40 Proposals are made for the designation of five areas in and around the centre; at the Old Town, the Valley Gardens, the East Cliff, the Regency

Square area and the Clifton Hill area (Fig.57).

2.41 Two General Improvement Areas are proposed; at Clifton Hill, bounded by Queen's Road, Terminus Road, Buckingham Road, and Church Street; and in the North Road area in the vicinity of Trafalgar Street, Church Street and Valley Gardens (Fig.55).

2.42 These are predominantly residential areas which should be improved as a whole; the houses and the environment. The local authority can make improvement grants to owners and will also be concerned with improving the amenities of the areas, including planting and the provision of playspaces and parking.

Management

2.43 During the ten year period covered by these proposals, there will be some new construction of roads, and buildings of all kinds; the emphasis, however, will be on conservation, improvement and management.

2.44 If Brighton is to be a better place at the end of this period, management must play a major part in increasing the prosperity of the town, ameliorating the difficult traffic conditions and improving the quality of the environment. The whole programme of public works must be organised to ensure that the various components of the transportation proposals, new roads, traffic management, car parking and improved public transport, fit together to provide some short term alleviation of the problem. With these measures, activities must be co-ordinated on conservation, improvement and redevelopment of the existing areas of the town, so that the full potential of the whole package of proposals can be realised. All this will require management of resources, in terms of finance, public and private, and manpower, and of the efforts of all those individuals, bodies and organisations involved in the various aspects of the work programme.

2.45 Development in the central area will take three forms, renewal of existing facilities, redevelopment of vacant or cleared sites and buildings designed to meet particular environmental conditions around main roads. This work will be divided between the public and private sectors. Whilst projects must be economically viable, redevelopment in Brighton must only occur within the framework of a policy which safeguards and improves the environment.

2.46 Proposals should conform to the planning policies; in particular there should be no major departures from the agreed use of land in various parts of the centre, including the reservation of land for new roads; the existing street pattern should be recognised; and the visual appearance of new buildings should take account of the essential character of the area.

2.47 A high building policy is essential for the central area. Proposals are made for such a policy, comprising a number of principles. No high buildings should be erected in the Old Town, Pavilion, Regency Square or Clifton Hill areas, south of St. James's Street or in the Valley Gardens. The silhouette of the Dome and the Royal Pavilion should be safeguarded. High buildings should only be contemplated in the North Road area, generally not exceeding 70 ft. high (Fig.56.).

Conclusion

2.48 The proposals described here in broad outline, and which are argued in greater depth in the remaining chapters of this report, are put forward in a sincere attempt to at least reduce the impact of the existing problems. There are no easy solutions; less money may be available than is required; building and other manpower resources may be scarce. Nevertheless much can be done and done quickly; these proposals provide a basis for action.

2.49 It must be clearly understood, however, that there were two important limitations surrounding the preparation of the proposals. Firstly they are

short term in operation; secondly they lack the context of the long term strategy that will come from the work of the Brighton Urban Structure Plan Team.

2.50 The greatest shortcoming of the traffic plan is that little or nothing is done to improve conditions on The Front, and that the Valley Gardens will also continue to suffer from its use as the principal north/south route in the centre. These omissions are inevitable in a ten year plan but every effort must be made to provide new roads to accommodate the traffic which now floods along these routes. This is a matter of great priority for Brighton.

2.51 It is hoped that these proposals will commend themselves to the local authorities, the organisations and firms, and the people of Brighton; they are thought to be realistic and to be capable of achievement with a united effort. The result should be a very worthwhile contribution to the well being of this historic seaside town.

3. MOVEMENT

Introduction

3.1 The planning problems of the central area of Brighton are not concerned with the accommodation of the many extra facilities that a substantial increase in population would demand. Although there are outworn buildings, there will be comparatively little change in land use requirements in the centre; the emphasis will be on some redevelopment and much improvement. The main problems in the centre are concerned with traffic; the congestion on the roads, the lack of off street parking space and the poor quality of the environment for pedestrians and occupants of buildings, arising from these conditions. Until these problems are resolved it is not possible to proceed with the more detailed proposals involved in redevelopment and improvement.

3.2 This report covers schemes likely to be carried out over the next ten years or so and many people in Brighton may be expecting proposals which will solve the town's traffic problems through a practical programme of works over a reasonably short period of time. It is unfortunate that there is no likelihood at all of this being possible; things may well become worse before they get better. Traffic is increasing at a greater rate than the construction of new road space to accommodate it and the problems of movement in Brighton are of a complex and intricate nature, difficult to define and requiring a comprehensive set of management techniques and new road works to begin to bring about change. Too much stress cannot be laid on the need for new roads as a vital ingredient of the total transport package.

3.3 Brighton's problem is not unique; similar situations occur in many other British towns and cities, due to the rapid increase in car ownership and use in towns having a street pattern provided for a more leisurely age. Solutions have been suggested, involving the substitution of some other form of transportation for the motor car, and the banning of cars from the centre of towns. Although greater reliance should be placed on public transport in Brighton, there will still be a high degree of dependence on the motor vehicle,by shoppers and visitors, as well as for essential use by the business community.

3.4 The traffic problem of Brighton comprises the twin aspects of environment and accessibility. The quality of environment is concerned with the maintenance of acceptable standards in relation to pollution, noise, visual intrusion, danger and the severance of areas by motor traffic. Accessibility is concerned with the opportunity and ease with which people can move conveniently from one part of the town to another, or reach parts of the central area. It is these two key factors that provide the conflict that has to be resolved.

3.5 The approach which has been adopted in this report provides for close integration of different forms of movement, each complementing the needs of the others whilst functioning efficiently, without undue stress on the environment. This requires the support of a set of policies and actions to both restrict and promote levels of accessibility of the differing modes of travel. In a physical context it is imperative that movement should be developed as systems working within clearly defined networks. Such networks should cater for the needs of through traffic, traffic terminating in the centre, service traffic, local traffic, public transport and pedestrians so the most convenient and efficient means of access can be obtained without allowing vehicles to dominate the main central parts of the town.

3.6 This chapter outlines the problems, objectives and proposals for the development of these movement systems, and their relationship to each other. The first section deals with the major problem of the roads within the central area and the proposed new road works and management schemes considered necessary during the ten year period. The second section outlines parking requirements and policy in relation to this road network. Section three provides an outline to changes that could be made to improve the public transport

system. The final section is an explanation of the relationships between the various means of transportation.

3.7 It was felt desirable to set out in some detail the planning process adopted and alternatives considered as a useful way of dealing in advance with many of the questions that are bound to arise.

Roads

(a) Problems

3.8 The principal traffic flows passing through and serving the centre are in the east/west direction, with The Front, Old Shoreham Road and Eastern Road acting as principal routes. London Road and Lewes Road are the main routes to the north, with the major north/south flows passing through Valley Gardens. These roads carry heavy traffic volumes that present problems to the motorist in terms of congestion, steep gradients and complex routing, and at the same time produce environmental problems in the central area (Fig.2).

3.9 The flow of traffic on The Front in the peak hour (17.00 – 18.00) in 1971 was 2,350 vehicles on Marine Parade, 600 on Madeira Drive and 3,100 on King's Road. The traffic is harmful from two aspects; firstly, the noise, smoke and fumes, particularly from heavy goods vehicles, damage the environment; secondly, the traffic forms a physical as well as a visual barrier between the town and the sea.

3.10 Old Shoreham Road has been considerably widened to the west, but to the east of Dyke Road it is narrow, steep and congested as it passes under the railway; most of the surrounding area is affected by traffic.

3.11 Eastern Road accomodates heavy flows of traffic and is being widened to the same standard as Edward Street to improve access to the central area from the east.

3.12 London Road in 1971 carried 2,350 vehicles in the peak hour as far as Preston Circus, dropping to 1,700 north of the Circus. Lewes Road carried 2,250 to the Elm Grove junction and 2,150 further north. At peak hours these routes are invariably congested, subject to accidents and present an environmental problem.

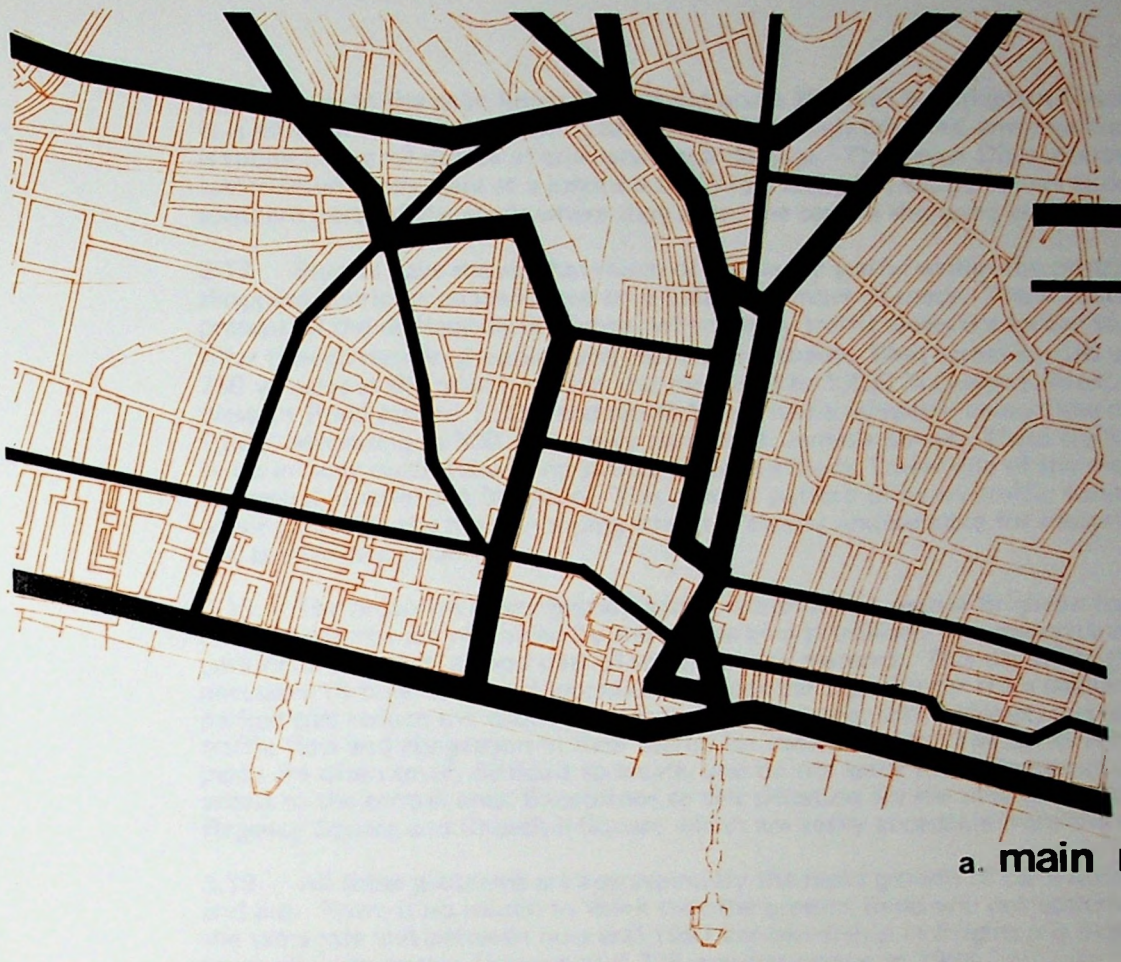
3.13 The carriageways in the Valley Gardens were the most heavily loaded, carrying 4,150 vehicles in the peak hour. Here the heavy traffic flows not only detract from the environment but present a physical danger to pedestrians. The route is broken up into what is in effect a series of elongated roundabouts, the centres of which are accessible only by negotiating a wide one-way main traffic road. It is unfortunate that one of the principal areas of open space within the centre is such a hazard to use.

3.14 An even greater problem than the capacity of the roads is that of their intersections. The busiest junction in the centre is the Aquarium roundabout, but Preston Circus causes most congestion. Here the main north/south route from the centre crosses the main inland east/west route across the back of the town linking Old Shoreham Road and Lewes Road, at a five way junction of limited capacity. Entry points into the Valley Gardens are also frequently congested.

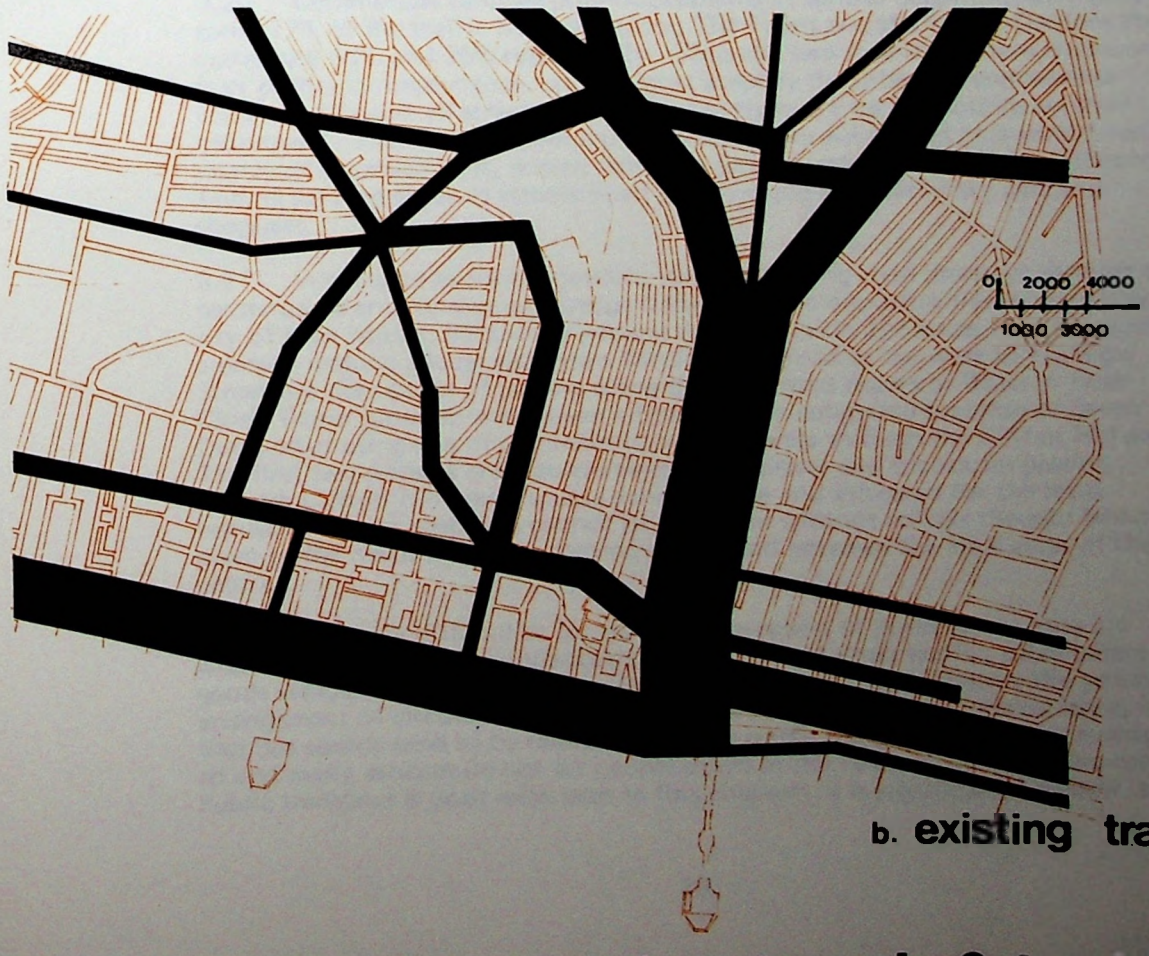
3.15 The road problem is heightened by the fact that the great majority of vehicles are either going to or coming from the town centre. Since Brighton is a regional centre and is not on a main route linking two larger urban areas, there is relatively little long distance through traffic. For this reason a bypass around the back of Brighton and Hove would only marginally relieve congestion within the centre.

3.16 On the west side of Brighton, there is no established principal road to take north/south traffic, with Montpelier Road and Chatham Place taking up to

fig. 2



a. main road network



peak hour flows in vehicles (17.00 -18.00)

b. existing traffic flows

Existing road network 0.1

650 vehicles in the peak hour, Dyke Road up to 700 and Buckingham Place 900. It is difficult for the motorist to find his way through this area, and much of it is subject to some degree of environmental damage. The Seven Dials intersection, where seven roads meet at a junction of limited capacity, causes delays as do the southern parts of the roads where they enter the central shopping area.

3.17 Studies have shown that much of the heavy traffic within the central shopping district is concentrated on a limited number of roads. These routes present all the difficulties that occur when heavy traffic flows are forced to filter though narrow shopping and commercial streets. West Street carried only 750 vehicles in the peak hour but this increased to 1,100 in Queen's Road; Western Road carried 1,300; and North Street had a relatively heavy flow of 1,500, decreasing to 500 in the very narrow St. James's Street. These traffic flows in busy central shopping streets make the Clock Tower one of the most congested junctions in Brighton. This present pattern of heavy traffic volumes passing through the main shopping streets is clearly undesireable for motorists and pedestrians alike.

3.18 The problems of congestion and accessibility to central Brighton for the private motorist are not aided by the car parking provision. The majority of parking is on street, a good deal of which is now metered. This situation, though necessary through the rapid increase of private car travel, is far from desirable; parked cars reduce the width of already narrow streets and motorists increase the traffic flow and congestion in their search for vacant spaces. The off street car parks are often small, difficult to locate, and do not serve the main points of access to the central area. Exceptions to this situation are the new car parks at Regency Square and Churchill Square which are easily accessible from the west.

3.19 All these problems are aggravated by the rapid growth of car ownership and use. There is no reason to think that the present trend will not continue at the same rate and between now and 1981 car ownership in Brighton is likely to nearly double, with a forecast of 0.325 cars per person in 1981.

3.20 Commercial vehicles present problems in central Brighton; they provide some 12% of the traffic flow, but along The Front and the Valley Gardens they constitute 16% and 25% respectively. Thus the two localities where environment is of particular importance are the most severely disturbed by commercial vehicles, although all streets are affected as there are no restrictions on their movement. The vehicles servicing the central area are subject to a considerable degree of inconvenience, arising from the general congestion and the difficulty of finding parking space in streets filled with moving and stationary cars and shoppers.

3.21 In order to avoid congestion, vehicles making local journeys through the centre cause environmental damage because of the opportunities to use a diversity of back routes, frequently passing through residential areas. For example, a person making a local visit from Windlesham Road in the west to Trafalgar Street has the option of passing along the congested routes of Western Road, Clock Tower junction and Queen's Road, or the congested junction of Seven Dials; or of using one of a number of minor routes through the Clifton Hill area. The first two options are inconvenient to the driver and the routes passing through Clifton Hill create undue danger, noise and intrusion for the local residents. These problems cannot be remedied without serious thought being given to the needs of people moving within and between the local areas of the centre.

3.22 There are difficulties for the free movement of buses where they are routed through roads having substantial volumes of other traffic, often where goods vehicles are standing. Because the existing bus routes observe the general arrangement of circulation there is some lowering of passenger convenience, in that bus speeds tend to be reduced by other traffic, stopping places are restricted and many services do not set people down in the heart of the shopping centre. Public transport is dealt with later in this chapter; it is significant, however, to

note at this stage that one of the major problems facing the bus operators and passengers is the inadequate road network at their disposal.

3.23 A further problem is created through the unique topography of the centre of Brighton, built in a valley running into The Downs, preventing the adoption of solutions that depend on phased improvements of the existing roads. It is not possible to adjust the existing road pattern with partial improvement and management schemes and achieve a satisfactory result. A new approach towards movement throughout Brighton is required, even though this will need substantial new road works that will have to encounter some of the more difficult terrain of the town. Linked with this problem is the existence of the great architectural heritage of Brighton. This makes it one of the most attractive towns in the country, but at the same time it severely limits the extent to which physical alterations can be made for the accommodation of traffic.

3.24 A survey of pedestrian flows on an average weekday shows that the greatest concentrations are in the main shopping streets, the heaviest being in the eastern section of Western Road. There are also substantial pedestrian flows in the Valley Gardens and along the sea front, particularly when the weather is fine. These places are where the principal traffic routes are also located. This situation provides the basis of one of the main conflicts within Brighton; that of the pedestrian with motor traffic. Pedestrian crossings have been installed at some of the points where there are heavy concentrations of people and vehicles. These crossings are, however, frequently ignored; the magnitude of vehicle and pedestrian movements being such that within the concentrated business and commercial centre and along The Front, the efficient application of these management devices is severely limited.

3.25 The great majority of accidents between pedestrians and vehicles occur where there is a combination of heavy pedestrian and vehicular flows and crowded pavements. These characteristics are all present in the important shopping streets; Western Road, North Street, St. James's Street, London Road and Queen's Road; and along The Front and parts of the Valley Gardens, where most of these accidents have occurred. The accidents are concentrated at points of maximum conflict; crossings at busy road junctions, such as Clock Tower, New Road and Castle Square and outside large stores whether or not a crossing has been provided.

3.26 The effects of traffic danger, noise and fumes exist on all the main routes, but they are particularly noticeable on routes used by heavy vehicles, or with steep gradients. Visual intrusion of motor vehicles is most serious in the historic parts of the town, where the visual quality is adversely affected by obstructing vehicles. This conflict of traffic with the environment is considered to be of such importance when planning the central area of Brighton that a separate chapter has been devoted to it; it is important to make reference to it in this chapter, however, as it has been one of the main factors determining the nature of the planning proposals.

3.27 In summary, the main traffic routes create conflict in the town centre, with unpleasant and even dangerous conditions for those using them, while at the same time a large number of the principal roads serving the centre are suffering from severe congestion.

(b) Objectives

3.28 A comprehensive set of objectives was formulated to overcome these problems, as follows:

(i) Vehicles passing through central Brighton, and travelling to and from the centre, should be able to use reasonably direct routes, free of congestion and easy to comprehend.

(ii) New road works should provide improved efficiency of access to the motorist, but at the same time create the least possible

environmental damage to surrounding areas. Where it is not possible to construct new high capacity roads, the major flows of traffic should be routed on the roads most capable of accommodating them.

(iii) Through traffic, with no destination in central Brighton, should be prevented from using central shopping streets and should be redirected along the major roads.

(iv) All routes within the central area should be part of an organised and coherent system, aimed at the development of a highway network for the canalisation of flows of traffic from one locality to another. This network should provide both for efficient movement and for facilitating the creation of environmental areas reasonably protected from extraneous traffic.

(v) These areas should be defined by their particular identity of land use and townscape character. In them the safety of the pedestrian and the general quality of the environment should take precedence over the requirements of vehicles. There should be no extraneous traffic, except possibly buses, and the locally generated traffic should be carefully guided through the area.

(vi) Intersections on the principal routes serving the centre should operate with the maximum ease and efficiency. New junctions should provide the motorist with safe and convenient access to the centre but should create as little environmental damage as possible. In improving existing intersections turning movements should be simplified and points of conflict removed, without the need for large scale capital expenditure.

(vii) Areas that are in any way affected by heavy traffic flows on principal routes should be given the fullest reasonable protection from the impact of these roads.

(viii) There should be the maximum separation of pedestrians and vehicles, particularly where either is in large numbers. Traffic should, therefore, be removed as far as is possible from the main shopping streets. Where no other route is available and it is necessary for these streets to carry some traffic, wherever possible this should be restricted to essential local traffic.

(ix) There should be easy access from the west, north and east of Brighton to car parks conveniently located in the central area, where they cause the least traffic congestion and environmental damage.

(x) Commercial vehicles should be able to serve the main shopping areas of the centre without having to compete with the private motor car. Wherever practical rear servicing or service bays should be provided.

(xi) Residents of local areas within the centre should be able to travel to other local areas without undue inconvenience but also without creating an environmental nuisance or increasing extraneous traffic.

(xii) Everything possible should be done to increase the speed and efficiency of access and hence competitiveness of public transport over the private car. Wherever practical, buses should be given precedence by developing bus only lanes or links to provide convenient access to main points of attraction in central Brighton.

(xiii) Traffic that by necessity must pass through areas of particular environmental or architectural importance, should be carefully controlled and flows kept as low as possible.

(xiv) Apart from the effectiveness of any plan being clearly determined, it is essential that it should be attainable within the financial resources expected to be available and also that its construction is practical in stages without disrupting the life of the town. If possible the work should be staged so that as each section is completed some immediate benefit is gained.

(c) Principles

3.29 The fundamental principle upon which the proposals are based is that of a series of well ordered and planned movement systems providing efficient links between the main points of attraction throughout the central area, whilst causing the least possible environmental damage. This principle has necessitated the planning of an organised network of roads to meet the severe demands placed upon it. The particular approach adopted, which was also an integral part of the Consultants' Interim Report, is that of a hierarchy of roads leading from the highest category, of primary distributors, and feeding down through those of lesser category to minor roads giving access to individual buildings and car parks.

3.30 The network is of fundamental importance, in performing the dual and vital tasks of securing efficient movement and improving the quality of the area it serves. It diverts traffic from those areas where a good environment is essential because the establishment of an effecient prinicpal road pattern, with adequate points of interchange, can result in the accommodation of more traffic with a greater degree of safety.

3.31 This is the basis and nature of the road network it is believed should be developed in Brighton between now and 1981. The hierarchy of routes suggested contains five distinct grades of road; these are now described and related to the situation in central Brighton:

(i) **Primary distributor roads** — the heaviest loaded routes will be a combination of new links and existing roads having the highest traffic capacity.The function of these routes is to carry traffic from one part of the town to another and also effectively to distribute traffic using the central area; they must not interrupt the efficient functioning of business and shopping areas. These roads will have limited access and the main emphasis will be on the free flow of traffic, with intersections adequate to operate under the pressure of high flows. These roads will create an environmental hazard, which must be remedied by protective measures as far as possible.

(ii) **District distributor roads** — will bring the main traffic flows from the primary distributor roads into the central area car parks, creating as little disturbance to the areas of environmental quality as is possible. They may also form direct links between principal routes where it is not practical to establish a principal road immediately. Such a route is required to the west of Brighton to form a link between two primary distributor roads, Old Shoreham Road and The Front. These routes ideally should have restricted frontage access and intersections that do not interrupt the flow of traffic, emphasis, where possible, being given to movements turning into the flow of traffic.

(iii) **Local distributor roads** — will serve and provide access to the local or environmental areas. They will act as the main, and sometimes the only, route through a local area, and will be used by traffic generated by that area, and for small scale movement between adjacent areas. To discourage through traffic local distributors should be less direct, and hence less convenient, to all traffic

except that requiring access to the particular locality.

(iv) **Local access roads** – provide access to individual buildings and sites. It is essential that all extraneous traffic should be discouraged from using them; they should be low speed roads, affording maximum safety to the pedestrian.

(v) **Service only roads** – have two functions; to provide access for commercial vehicles to shops, and for buses to main shopping streets that are closed to all other vehicles. The provision of such routes will mean that service vehicles will be able to reach shops more easily rather than having to compete with the private car, and public transport should begin to be more competitive by providing a quicker and more direct access to the central area, than the car. This very restricted traffic flow in several of the main shopping streets will mean that less road space will be taken up by vehicles and consequently the safety of pedestrians will be increased.

3.32 This hierarchy of vehicular routes must also be related to pedestrian movement, which is a vital aspect of the planning of the central area of Brighton. Pedestrian movement in the main will be directed along alternative routes to those provided for vehicles, except in the case of local access or service only roads. Where there are existing concentrations of activity, movement will be encouraged and safeguarded by establishing some streets for the sole use of pedestrians. The system of footways provides the vital links throughout environmental areas and ties the main focal points of the central area together. The principles underlying the planning of pedestrian areas and routes are referred to later in this chapter, and the subject is further elaborated in Chapter 5 on Environmental Planning.

3.33 These basic principles for the planning of traffic routes provide the context for the future development of the road network in and around the central area of Brighton to meet the objectives set out in para. 3.28. They do not involve the wholesale destruction of sectors of the town for the building of new roads. Indeed, in the period up to 1981, less emphasis will be placed on road construction than will be necessary in the following period; new roads provide but one means of improving the road system. If Brighton is to solve its traffic problems, a comprehensive and integrated set of techniques and policies, linking new road works to traffic managment and the use of public transport, must be adopted as the only approach likely to bring about a systematic improvement to the joint problems of road access and the damaging effect of motor vehicles upon the environment.

(d) Road proposals

(i) Interim Report proposals

3.34 The recommendations in the Consultants' Interim Report for strategic changes and modifications to the road network up to 2011 involved four assignments of traffic flows. The first was a projection of future demand upon the existing road network and the other three included possible improvements to accommodate the increased traffic loading. At that time the assignments indicated that the problems of congestion in, and access to the central area of Brighton could not be significantly reduced by the provision of a northern bypass, but that a primary distributor road box, placed to the immediate north, east and west of the centre, coupled with schemes to regulate traffic flow, would provide reasonable access, whilst considerably reducing the traffic flows within the town centre.

3.35 It was fully realised that the proposals would create considerable problems of implementation, not least in planning blight, but after study of all the options, they were the most effective in improving the traffic and environmental conditions in and around the centre.

3.36 The road box proposal consisted of a new east/west link running parallel to the Brighton/Hove railway, connecting to London Road north of the station, and sweeping around to the north of The Level. From here the road ran south, parallel to and east of the Valley Gardens, and turned east on or near the line of Edward Street to connect to the coast road beyond the build up area. This primary distributor road provided three main access points to the central area. From the Old Shoreham Road junction a road ran south, close to the Brighton/ Hove boundary, under Western Road to join The Front near Embassy Court. From the London Road junction a road ran south to serve car parks and give access to the North Road area; and from a junction to the east of the Police Station access was gained to car parks; to the Valley Gardens and through Upper and Lower Rock Gardens to The Front. The east and west roads, together with the primary distributor road to the north thus form three sides of a box round the centre.

(ii) First stage road proposals

3.37 In considering the planning of the road network up to 1981 it was clear that it would be impossible to construct the whole of the box. It was necessary, therefore, to make a further examination of the parts of the scheme that could and should be implemented within the first ten year period.

3.38 The approach adopted was to look at the new roads which would give the greatest gain in access and relief of congestion, and yet come within a reasonable cost budget. There was no firm basis for determining the level of investment, as any proposals would be judged on their merits and the financial resources available at the time. It was assumed, however, that the cost should fall somewhere between a quarter and a third of the total expenditure on the box scheme, although consideration was also given to what could reasonably be achieved in terms of construction resources within the ten year period. In making an assessment of the possible gains to be expected by implementing one section in preference to another, a close examination established without any doubt the main point at which immediate action should be taken and this in turn determined the scale of works to be included in this stage.

3.39 The most serious problem is that of congestion, difficulties of access and east/west movement to the north of the centre. The problem is at its most acute in the Preston Circus area, not just in terms of traffic flow, which is hindered by the steep terrain, but in protecting pedestrians and the environment. From the west the steep and narrow Old Shoreham Road, which passes under the railway is quite unsuitable for present day traffic conditions, having less capacity than the widened section of Old Shoreham Road to the west. From the north the main London road brings heavy flows of traffic through shopping areas, and, to the east, Viaduct Road is totally inadequate. On the south there is the busy London Road shopping centre, where the traffic presents a constant danger to pedestrians, whilst the shopkeepers are also experiencing some loss in trade.

3.40 It was clear, therefore, that there must be a more effective system of main roads through this area before consideration could be given to the other parts of the box scheme. A new junction of high capacity in the Preston Circus area would be fundamental to the success of such proposals, though it would be difficult to implement, requiring the demolition of a large amount of property.

3.41 It is considered that part of the problem would be overcome with a new link from Dyke Road in the west to Ditchling Road in the east, with a new high capacity intersection connecting these routes to an improved access from the north. It would go little way, however, towards improving access to the central area from the north or relieving the pressure of traffic passing through Valley Gardens. For these reasons, and because the intersection near Preston Circus was seen to be a necessary part of this stage, it was considered that a new route from this junction in the north to Church Street in the south, the spine road, was also essential. This limited access route would act as a major attractor to traffic entering from the north and wishing to gain access to a central area car park, and thus

take some pressure off the Valley Gardens.

(iii) Environmental management schemes

3.42 These then were taken to be the main essential new works within the first ten year period, giving the most benefit in overcoming some of Brighton's worst traffic problems. The next point was to decide on the scale of environmental improvement that would be possible within the central area, without putting undue pressure on these new links and, more particularly, on the existing main road network. It was considered that no conclusive answer to this situation would be possible without further traffic assignments to gauge the effect alternative management schemes for environmental improvement might have on the existing roads.

3.43 Three proposals were, therefore, developed, each having a different degree of general environmental improvement. Scheme A divided the centre into small environmental areas, but allowed traffic to pass through a good number of the central streets. Scheme B prohibited through traffic from all parts of the central area, while Scheme C allowed a very limited amount of through traffic.

3.44 In Scheme A through traffic was prevented from using the west part of Western Road, Dyke Road, the west part of North Street, London Road and St. James's Street. This meant that within the central area through traffic could use Cannon Place linked along Western Road to the Clock Tower, West Street and Queen's Road to Buckingham Place, Trafalgar Street, North Road, Church Street linked through New Road to North Street, and New York Street and Fleet Street. The traffic around the centre was routed along Montpelier Road, Valley Gardens, Edward Street, The Front and the proposed new road links.(Fig.3)

3.45 In Scheme B all through traffic was removed from the central area, the main shopping streets being used only by essential service traffic. The only central roads with any heavy traffic loading were Cannon Place and New York Street, giving access to car parks. All the traffic taken off these central streets was routed on Montpelier Road, Valley Gardens, Edward Street, The Front and the proposed new road links (Fig.4).

3.46 In Scheme C through traffic was prevented from using Western Road, Dyke Road, North Street, London Road, and St. James's Street. It was, however, allowed to use West Street and Queen's Road to Buckingham Place, North Road, Trafalgar Street and New York Street, with the same roads as the other schemes being used around the perimeter (Fig.5).

3.47 In each of the three proposals the arrangement of car parks was a common feature, so traffic flows would be assigned to the different networks in the same manner. The principal car parks were sited at Regency Square, Churchill Square, Bond Street/King Street, the area to the east of the station, New York Street, the Open Market area, and George Street.

3.48 In all three schemes The Front, Valley Gardens and Edward Street carry heavy vehicular flows and environmental conditions would be very poor. The Front not only has to accommodate the general increase in car usage, but a greater proportion of east/west traffic which would be diverted from shopping streets. Large volumes of traffic would also occur on the new east/west link to the north, and on the proposed spine road.

3.49 In Scheme A the greatest improvements in environmental conditions would naturally be in the shopping streets of Western Road, North Street, St. James's Street and London Road. There would also be an improvement in much of the residential area of Clifton Hill. It did, however, result in large volumes of traffic passing through the historic core of Brighton, particularly in the North Street area, around The Lanes and the Royal Pavilion.

3.50 The Scheme B assignment resulted in appreciably greater flows on the roads surrounding the centre than did Schemes A or C. There would be an increase in the order of 24% on The Front, 107% on Montpelier Road and Vernon Terrace, 27% on Chatham Place and New England Road, 42% on Ditchling Road and 10% on Valley Gardens.

3.51 Scheme C would generally induce less pressure on the roads surrounding the centre, but considerable flows were recorded in Valley Gardens. There would also be very high flows along Buckingham Place.

3.52 It was felt, therefore, that none of the three schemes would provide an acceptable solution for the next ten year period in that they all tended to place considerable pressure on the perimeter roads without a consequent improvement in the central area; Scheme B would produce intolerable traffic conditions on some roads. It was, therefore, necessary to consider the introduction of traffic restraint, since it was clear that the central area of Brighton and the principal road network would not be able to cater for the unrestrained movement of private motor cars.

(iv) Traffic Restraint

3.53 Traffic restraint is a policy involving a combination of positive and negative measures to regulate the flow of traffic to within tolerable environmental limits. The positive methods promote the use of public transport while the negative ones are aimed at restricting the use of the private motor car.

3.54 There are several components within the pattern of communications that can be used as regulating factors when attempting to formulate a policy of traffic restraint:

(i) The maximum capacity of the network to accommodate increased flows in traffic or environmental terms. The former is related to the amount of traffic which a given area of road space can accept without undue congestion; the latter usually represents a smaller flow, based on the environmental impact of the traffic on the adjoining area.

(ii) The amount of car parking within the central area; this is perhaps the most important and practical element in controlling the amount of traffic on roads and the overall balance between private and public travel.

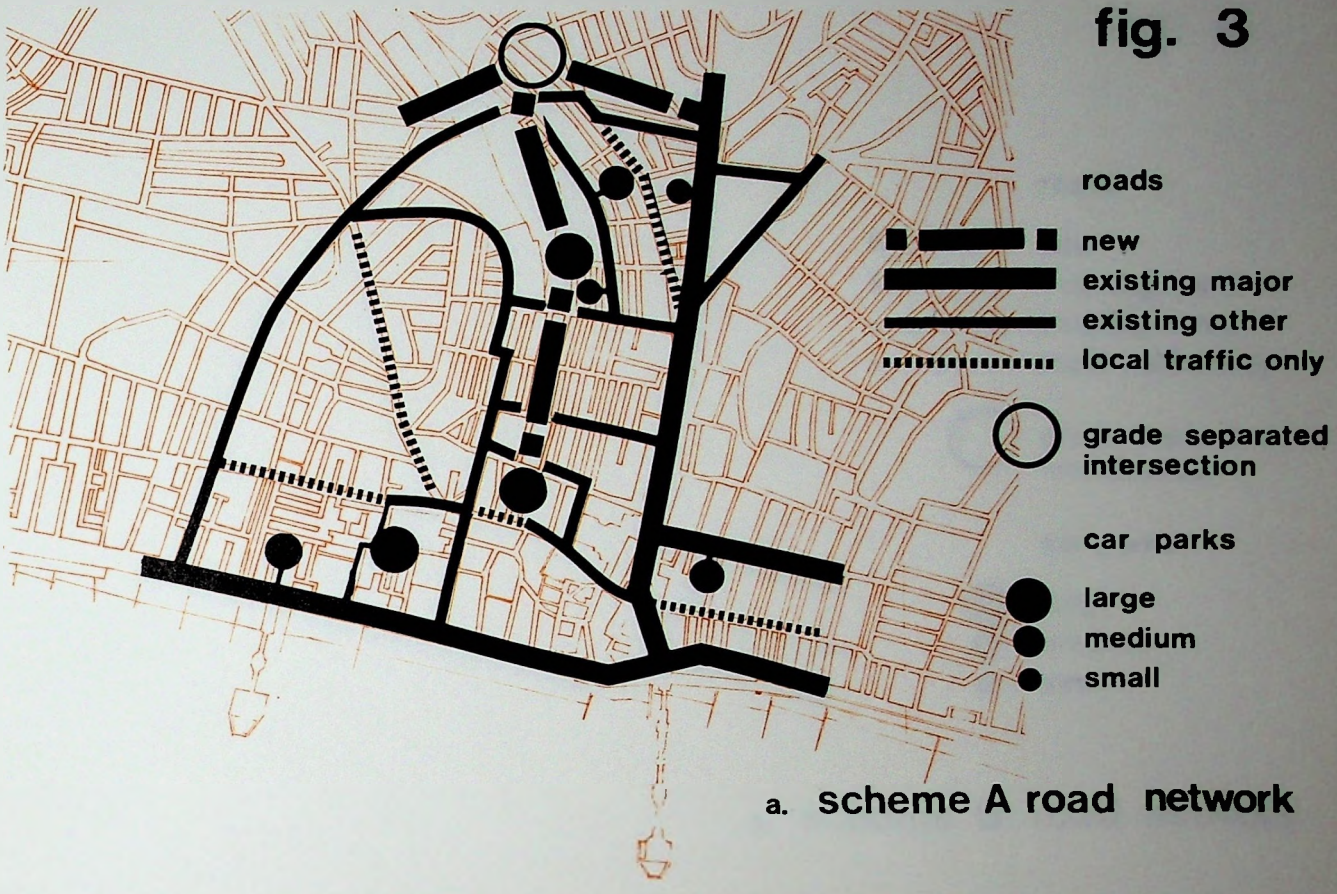
(iii) The degree to which people will use public transport if it provides an attractive form of access to the central area; the extent of use of this alternative to the private car needs to be carefully assessed.

(iv) The prevention or severe restriction of private cars from entering the central area. This can be done by restricting access to or pricing the use of certain roads. An obvious difficulty of such a policy is that of implementation. If too strict a policy of prohibition is adopted, the central area would become less attractive, to the benefit of other competing centres.

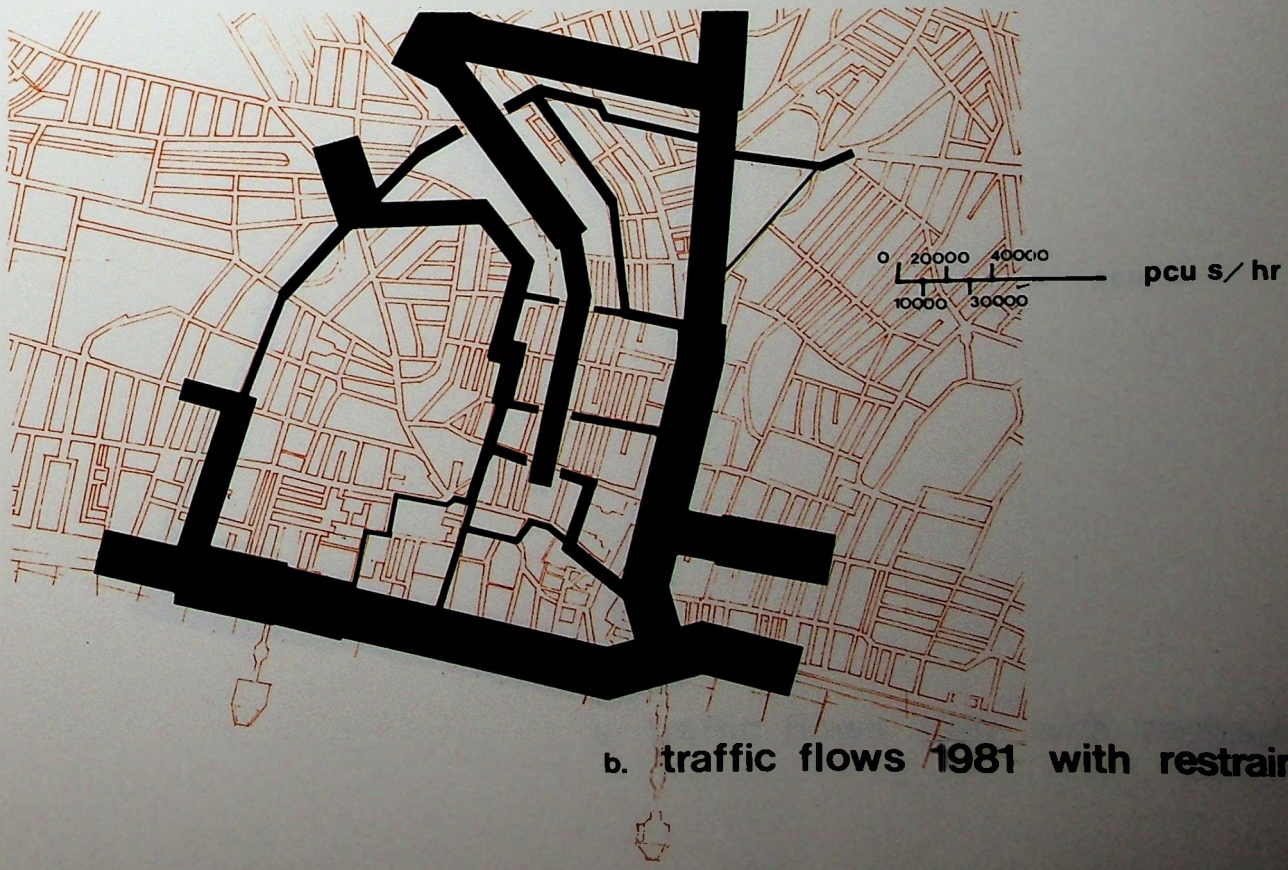
3.55 A policy of restraint would include aspects of all these components, but the most positive and direct method would be to restrict the amount of parking coupled with the restriction of access to parts of the central area. The actual degree of restraint will depend on the extent to which it is feasible to use public tranport and on the capacity of the road network.

3.56 The car parking demand at 1981 was established at 21,000 spaces during the mid-afternoon peak of about two hours (Fig.6). However, this peak is caused by an abrupt rise in short term parkers, and the provision of 19,000

fig. 3



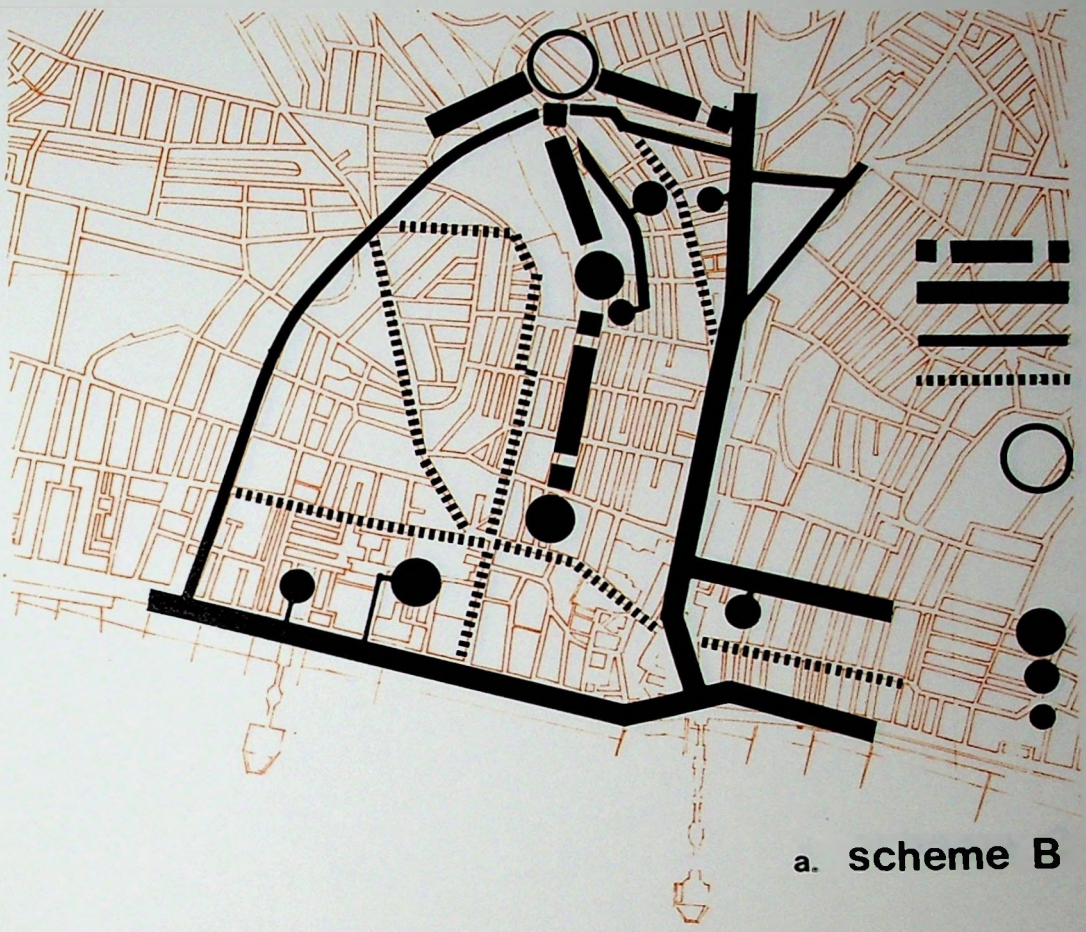
a. scheme A road network



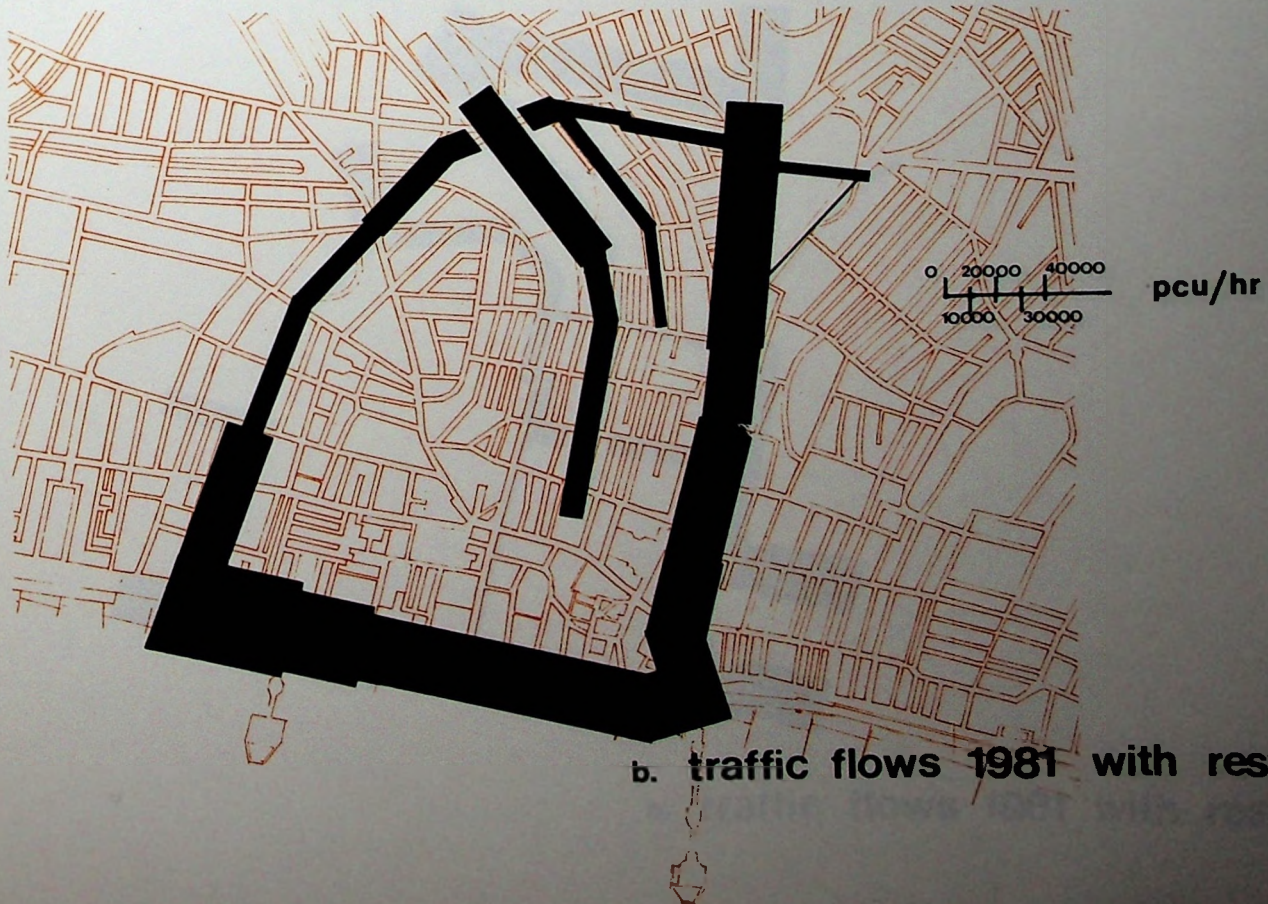
b. traffic flows 1981 with restraint

Scheme A

fig. 4



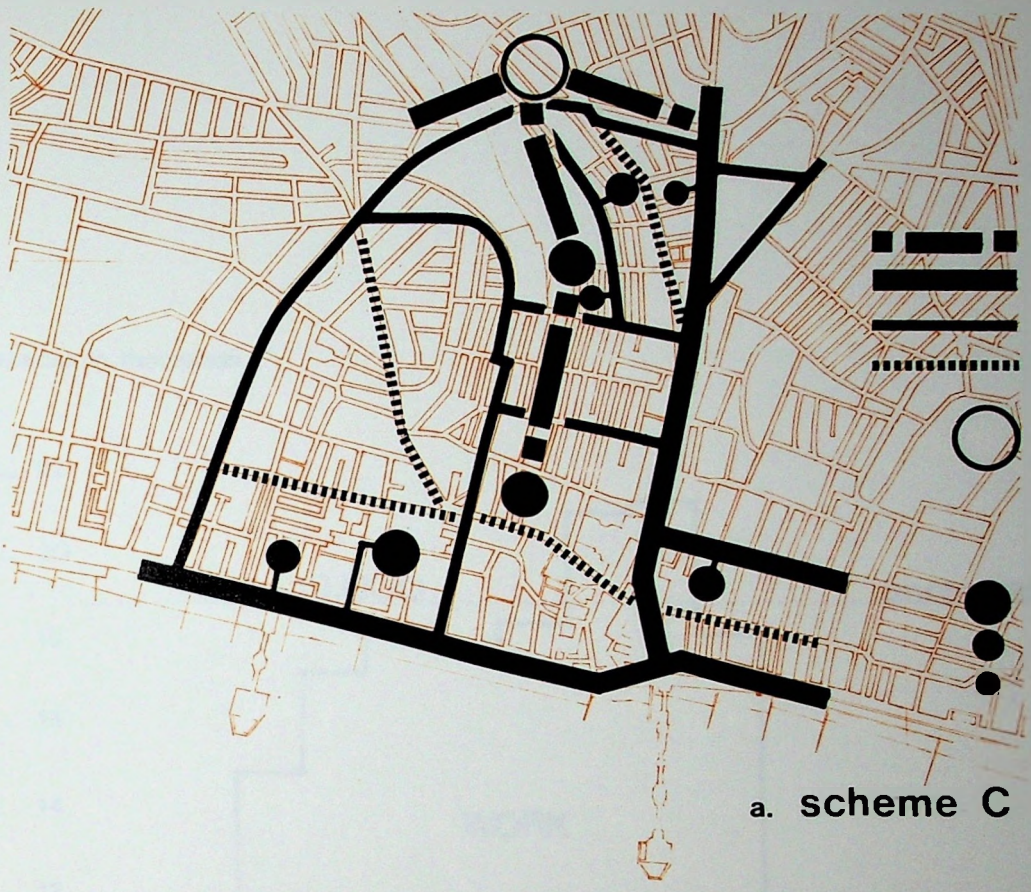
a. scheme B road network



b. traffic flows 1981 with restraint

Scheme B

fig. 5

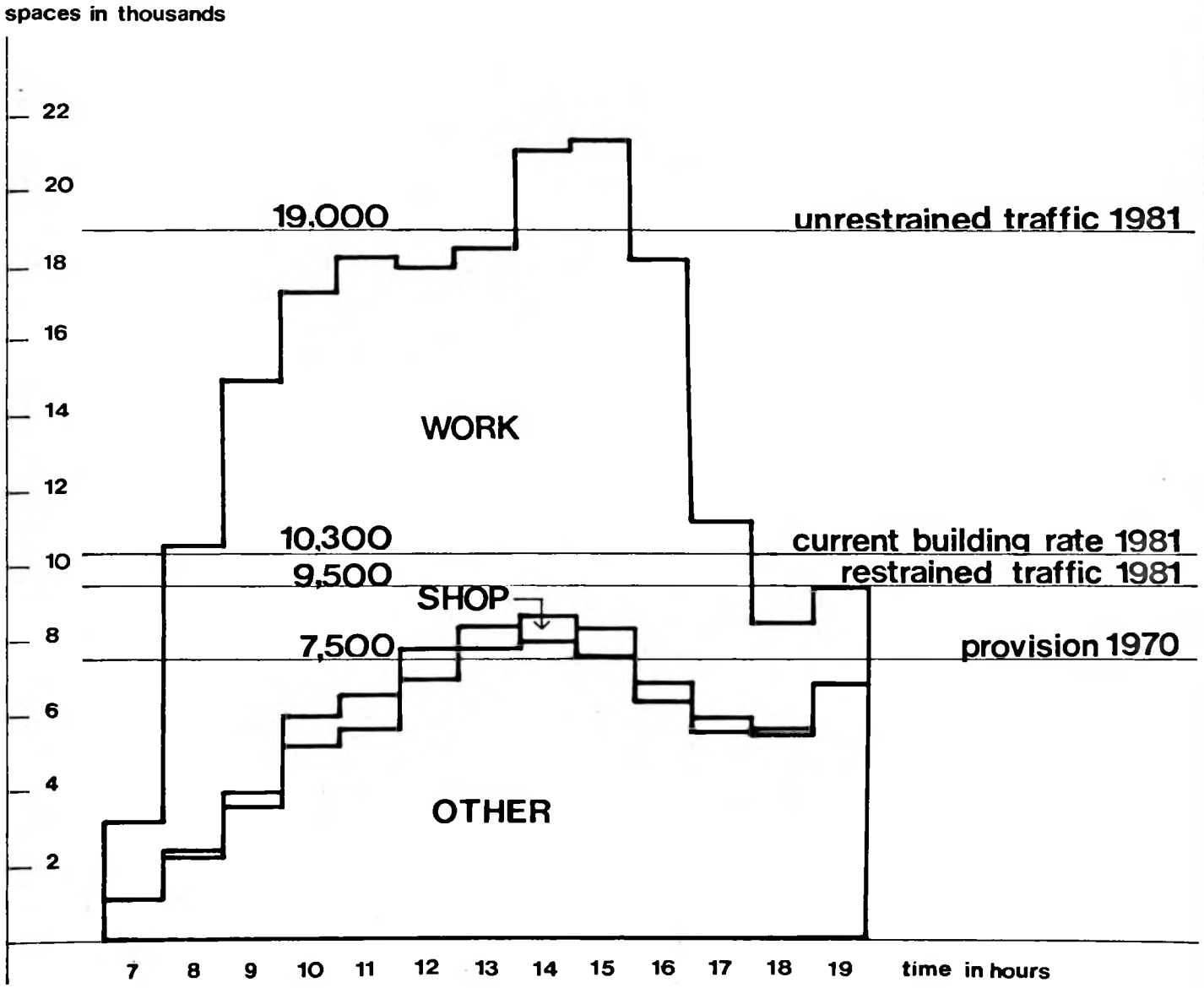


a. scheme C road network

b. traffic flows 1981 with restraint

Scheme C

fig. 6



Car parking demand

spaces would be sufficient to meet the demand for most of the day.

3.57 The Interim Plan proposed that about 14,000 parking spaces should be available in the centre in 2011; 7,500 long term spaces, allowing about 28% of all workers within the centre to commute by car and about 6,500 short term spaces, allowing about 60% of all people other than commuters to come to the centre by car. This parking provision excludes existing parking for residents within residential areas in the centre and purely local parking to serve surrounding residential areas.

3.58 Within the centre there are at present 7,582 spaces available, including 3,265 on street spaces and 4,317 off street spaces in both public and private car parks.

3.59 A large proportion of the cars at present parked in the centre are parked on streets, even though the introduction of meters and controlled zones has reduced the number of these spaces. Multi-storey car parks are, however, becoming available. By 1981 it can be expected that some on street parking will remain, although spaces on some roads will be removed to provide greater traffic capacity and for local environmental improvements. Some off street parks will also be closed with the development of vacant building sites. Any increase in parking supply will thus have to be found in new off street car parks. In recent years the average annual building rate of permanent off street spaces has been 250 and at this rate an additional 2,750 spaces would be available by 1981.

3.60 Car parking provision must be related to the capacity of the roads to accommodate the necessary traffic flows. Therefore, in the period before the construction of adequate bypass roads to the central area, it would be most undesirable to build car parks to cater for the full demand in 1981, even if it was possible to find suitable sites and the necessary finance. It is suggested that a programme of building should be undertaken that would allow almost all short term car parking demand for shopping, visitors, etc. to be met, whilst parking policy should be developed in such a way as to encourage the majority of commuters to use public transport. This would probably result in the provision of about 10,000 spaces.

3.61 Applying this degree of restraint, in relation to the parking demand and the Interim Plan Proposals, a further traffic assignment indicated that all roads would have a reduction in traffic flows; on some routes this amounted to about 25%, resulting in flows within the traffic capacities of the roads.

3.62 Scheme A showed considerable improvement, with some traffic flows along Valley Gardens and The Front being below their present level. Though flows within the centre were considerably reduced, however, most of the main shopping streets still attracted some through traffic (Fig.3).

3.63 In Scheme B the pressure on all routes was also considerably reduced. It was considered, however, that on some routes, in particular parts of The Front and Montpelier Road, they were still above tolerable road capacity (Fig.4).

3.64 Scheme C produced the most balanced network in that traffic was excluded from most of the central area, but few of the remaining roads had an increase in traffic flows above the present day level; even where this did occur the increase was marginal (Fig.5). Scheme C, therefore, provides a balanced relationship between the growth of car parking provision, the practical use of public transport, the capacity of roads, and environmental improvements proposed for the central area.

3.65 Having adopted Scheme C in principle it was then necessary to examine each one of the routes and intersections in detail to consider if they were adequate to take the projected flows, but more particularly to establish if a more rational arrangement of roads and intersections could be developed. The outcome of this section of the study was that, with minor modification to

Scheme C, improvements could be effected. The majority of these adjustments concerned the introduction of one way schemes and the simplification of turning movements around intersections. Scheme C, with these modifications, constitutes the preferred traffic proposal (Fig.7).

(v) Proposals (Fig.51)

Primary distributor roads

3.66 The proposed primary distributor roads are the east/west link from Old Shoreham Road to Ditchling Road with a new section crossing the line of the railway; the Valley Gardens; The Front; and Edward Street. On all these sections of road it is projected that the traffic flows will be high in the period up to 1981.

3.67 Considerable problems were encountered in formulating the final proposals for the new east/west link, as not only were there steep gradients, but it was also necessary to find means of crossing the railway and locating a major new intersection in the Preston Circus area. An appraisal was made of possible alternatives for this new section of road and is recorded in some detail in Chapter 5 on Environmental Planning. It is recommended that a new road should be constructed from Old Shoreham Road in the west, where it will be located in a deep cutting before passing under the existing railway bridge which will require to be widened, crossing the Preston Circus area in an elevated position and reaching ground level to the west of Ditchling Road, where there will be a new intersection with The Level (Fig. 51).

3.68 Several proposals for a new roundabout to replace Preston Circus were carefully considered to assess the amount of demolition that would be involved, the effect on the surrounding environment and the efficiency with which traffic would move through the intersection. The outcome of this study is that a compact roundabout can be constructed, to the immediate east of the railway which would be joined by slip roads to the new east/west link and at ground level to Preston Road to the north and the spine road to the south (Fig.12).

3.69 The Valley Gardens, unfortunately, will still have to carry considerable traffic flows.

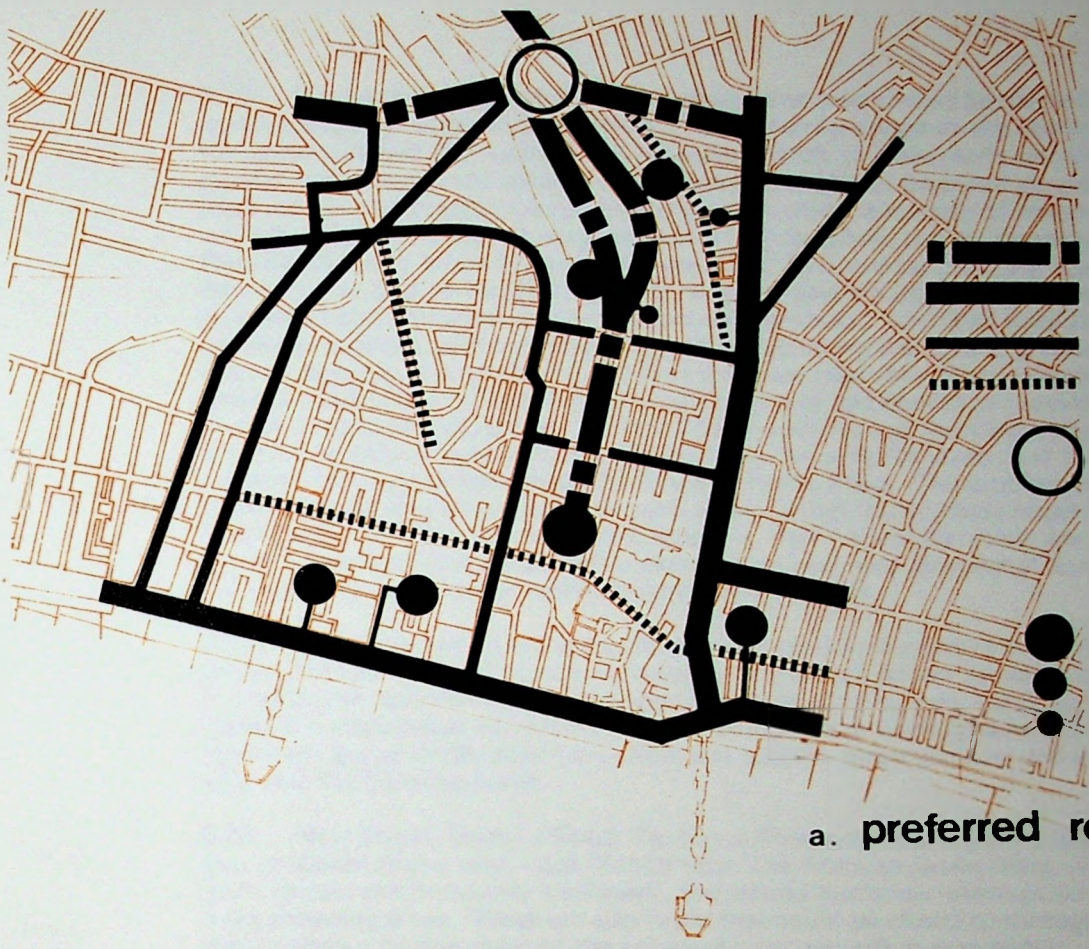
3.70 The traffic flow on Edward Street and Upper and Lower Rock Gardens will be considerable and will cause some problems to adjacent properties. It was considered advantageous on balance, however, to utilise this route to the full in preference to Marine Parade, where there will be a large amount of pedestrian activity.

3.71 Perhaps the most questionable aspect of the road proposals is that The Front remains open to through traffic. The need to reduce traffic here was defined as being one of the main problems facing Brighton, and yet little can be done about it in this first period. All possible methods of reducing or stopping through traffic on The Front were investigated, but it was regretfully concluded that until further new road works are implemented, there is absolutely no question but that The Front must remain as a major road. It is strongly recommended that such new road works as are necessary should be implemented as soon as possible and certainly immediately after 1981 so that this problem can be overcome. Some minor improvements may be possible along The Front, through the careful use of traffic management measures. Marine Parade could become a one way road between Rock Gardens and Old Steine, and it is recommended that the intersections along The Front should be simplified with turning movements reduced to a minimum.

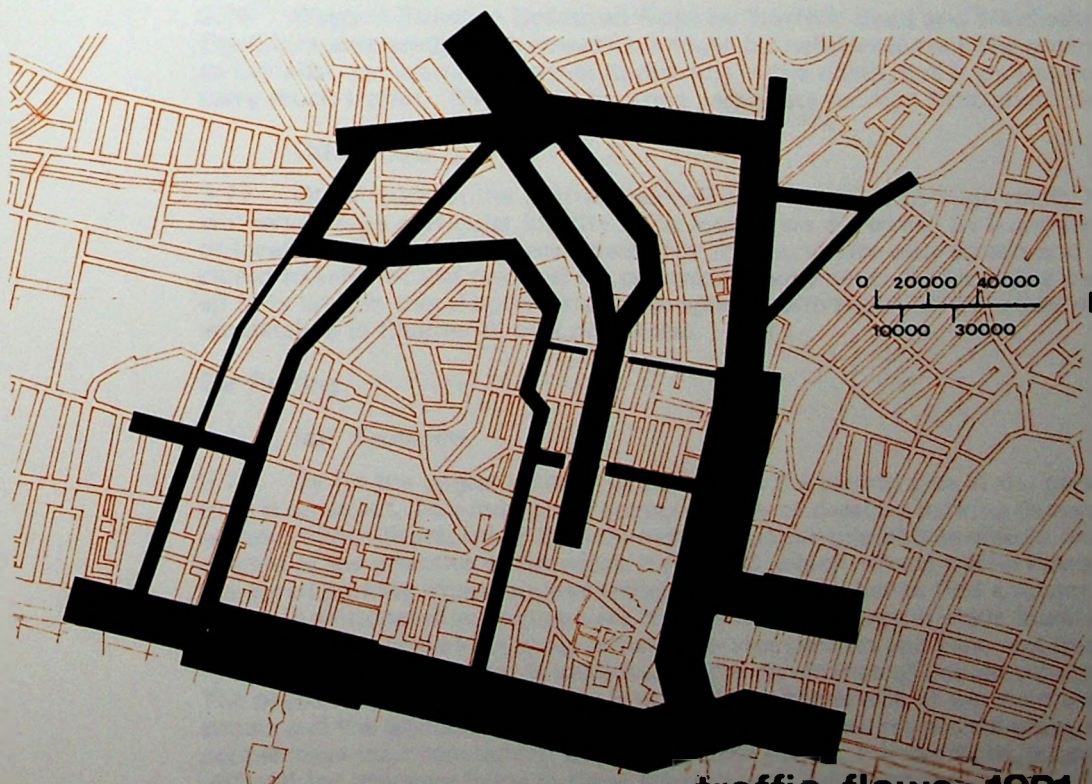
District distributors

3.72 The proposed district distributors are the new spine road coupled with New England Street/New York Street; Montpelier Road; West Street/Queen's Road; and the link between Western Street and Goldsmid Road, by Norfolk Road/Norfolk Terrace/Windlesham Road/Windlesham Gardens.

fig. 7



a. preferred road network



b. traffic flows 1981 with restraint

Preferred scheme

3.73 It is recommended that the proposed spine road should be divided in the north, using New England Street/New York Street for access to the centre and the eastern edge of the railway land for egress. Both of these roads would be at ground level, though the western carriageway would be in deep cutting prior to reaching the new Preston Circus intersection. A study was made of alternative ways to construct the spine road between Trafalgar Street and the proposed King Street/Bond Street bus station (para.3.103 (vi)) and car park. Particular attention was paid to the demolition of property and the impact of traffic noise and visual intrusion on the adjacent environment. Two road lines were examined together with the possibilities of constructing the road at ground level or elevated. It is recommended that the spine road should be elevated from Trafalgar Street to the Bond Street/King Street area and should be located to the immediate east of King Street, the Post Office building and the Electricity Works on Bread Street. It is possible for slip roads to link with the spine road to the north of Trafalgar Street and to the north of North Road. The problem of using these roads for anything except car park access is that traffic flows might be increased in the area. It is suggested, however, that if these slip roads were provided, no substantial increase in traffic should arise, provided directional flows on the local road network are carefully controlled (Fig.67).

3.74 Montpelier Road will act as the main north/south route to the west of the centre, though it will, of course, be relieved to a certain extent by roads in Hove. It is proposed that this should be a one way route running from north to south, which it is anticipated will have a traffic loading similar to its present level. One way roads are generally safer for pedestrians and the down gradient will considerably ease traffic movements.

3.75 West Street, Queen's Road, Terminus Road and Buckingham Place are also proposed as one way roads linking from The Front to Seven Dials. This route should not be heavily trafficked, and should not be an interruption to the main shopping areas. These are also roads that could be closed to through traffic when a further stage of the principal road network is completed.

3.76 Western Street to Goldsmid Road by Norfolk Road and Windlesham Road is recommended as a convenient route for vehicles leaving the central area to the west and wishing to travel to districts in the north, but it should not carry much traffic. This would be a one way route running from south to north.

Other roads

3.77 Other roads in the central area will not be used as through roads, but will serve only a particular locality. The local areas are served by a combination of local distributors and access roads, bus streets, service only streets and streets closed to vehicles and reserved for pedestrian movement. Bus access is considered fully later in this chapter, and the proposals with regard to the other roads are detailed in Chapter 6, on Local Areas.

Car Parking

(a) Problems

3.78 By far the largest amount of parking in the central area at the present time is on-street. This may be an attractive way of meeting parking demand without expenditure, other than on meters, but considerable problems are created as the effective street width is reduced, which affects traffic flows, and the act of parking often requires vehicles to travel further to find a vacant space. Additional disadvantages are that servicing to shops is made inconvenient, with conflicts for parking space between service vehicles and cars, and frequently the quality of the street is impaired by the dominance of parked vehicles. The problem of on street parking is not only characteristic of the main shopping streets and the adjacent areas, but is also affecting inner residential areas, where people leave their cars before walking into the centre. Furthermore, it becomes difficult for residents living in these areas to park their own cars.

3.79 The obvious alternative to on street parking is to construct multi-storey car parks. These also have their problems, however, as they can have an adverse effect on the adjoining environment. The parking structure can appear large, out of scale and unsightly, and can dominate the smaller scale areas of the town. Access to a car park can also present a problem where traffic has to pass through a residential area.

3.80 Parking can be divided into three categories as follows:

(i) Operational parking

This is parking that is essential for the operation of a building and includes goods vehicles and cars required at very short notice for occupants of the buildings. Maximum provision could be of the order of 1car space for every 2,500 sq. ft. of floor space, but each developer should justify the amount of parking to be included, in terms of the function of the building.

(ii) Long term parking

Long term parking is mainly for those who travel to and from work by car, usually during the peak periods of travel, and who, therefore, require a parking space for the greater part of the day.

(iii) Short term parking

This parking is primarily for shoppers or others visiting the centre on business and tourists wanting to visit the various attractions. The short term parker more frequently travels during the off peak periods and several parkers may make use of the same space during the course of the day.

(b) Objectives

3.81 A number of objectives were considered of particular importance in formulating policies for car parking, as follows:

(i) On street parking spaces should be severely reduced in number, and removed from streets where parking is likely to restrict essential traffic movement, interrupt the servicing of shops, or affect the quality of the environment through noise or visual intrusion or danger to pedestrians.

(ii) Where practical, off street car parks should be developed for central residential areas not having sufficient garages. Where this is not possible an adequate proportion of on street parking should be allocated to local residents.

(iii) New multi storey car parks should be readily accessible from the principal road network or main district distributors. Access to parks should not be through a residential area, or an area of local interest.

(iv) New multi storey car parks should be masked by adjoining buildings or should be part of a comprehensive development, so that in no case is it possible for them to dominate the skyline.

(v) Car parks should be capable of flexibility in use, with changing roles according to the season and time of day. The demand for parking space can be regulated by price control to discourage the use of a particular car park for long term parking.

(vi) Car parking should be under the control of the Local Authority; the number of spaces to be provided and the charges to be made can then be regulated as part of a traffic restraint policy.

(vii) Parking other than for operational purposes (para.3.80 (i)) should not be permitted as part of redevelopment proposals, unless it forms part of the provision set out later (para.3.85) or is located in accordance with the objectives and principles set out in this report and is under the control of the Local Authority.

(viii) The whole system of car parks should be so arranged as to be easy to understand; routes to car parks should be direct and uninterrupted, and it should not be necessary to have to cross the central area to find a parking space.

(ix) Pedestrian access to and from car parks should be convenient, of limited distance to the destination, and along predominantly traffic free routes.

(c) Principles

3.82 The proposed car parks are located according to three main principles. Firstly, new car parks are grouped adjacent to main routes from the west, north and east with no access roads passing through environmental areas. Secondly, the walking distance from the car park to the centre of shopping is planned to be always less than 300 yards and wherever possible 200 yards, and to work-places not more than about 600 yards. Finally, car parks are sited where they will cause least damage to the quality of the adjacent environment, or where they can be masked by other development.

3.83 By adopting such an arrangement drivers can move directly to a central car park from whatever direction they travel, and then easily and conveniently walk to a shopping area or other point of attraction along a predominantly pedestrian route. Not only is access for the driver safe and convenient, but the organisation is simple and the pattern of car parks can be committed to memory with little trouble. This does not mean that everybody must go to the car park nearest their point of origin, as this clearly would be impracticable, but where drivers require to park at a more distant part of the centre they can do so directly and conveniently. A further principle is that bus routes should be located close to the car parks so alternative ways of reaching different parts of the central area are available.

(d) Proposals

3.84 Earlier in this chapter it was established that the amount of parking must be related to the creation of the right balance between the need of the motorist to gain access to central Brighton and the environmental problems this creates, and also to the rate of construction in the time period. It was decided that provision should be made for about 10,000 car spaces within the central area by 1981.

3.85 The distribution and size of these car parks with a total of about 8,000 spaces, is as follows (Fig.58):

(i) Regency Square, 521 cars, with access from Preston Street (existing)

(ii) Churchill Square, 900 cars, with access from Regency Road

(iii) Cannon Place, 550 cars, with access from Cannon Place (existing)

(iv) Bond Street/King Street, 1,600 cars, with access from the spine road (proposed)

(v) North Road, 150 cars, with access from North Road (existing)

(vi) Adjacent to British Rail Station, 2,800 cars, with access from the spine road (850 existing)

(vii) York Hill, 500 cars, with access from New York Street (proposed)

(viii) Blackman Street, 250 cars, with access from the spine road (existing)

(ix) Open Market site, 300 cars, with access from Ditchling Road (proposed)

(x) Dorset Street, 500 cars, with access from Edward Street (proposed)

(xi) Town Hall site, 500 cars, with access from Black Lion Street and Little East Street (proposed)

(xii) Edward Street, 186 cars, with access from Edward Street (existing)

3.86 In addition to these major car parks there would be about 2,000 spaces, the majority being in small off street parks, with the intention that on street parking within the central area should, if possible, be reduced to 500 spaces. This aim would be considerably assisted if the proposal for the Town Hall site redevelopment was implemented, in that it would then be possible to remove on street parking from the Old Town area.

3.87 Fig.52, which shows the distribution of car parks, gives a clear indication of the main factors which have influenced location. All the proposed car parks have access off the main road network and do not affect residential areas. The predominant location for new car parks is to the north of the centre and based on the proposed spine road. The reasons for this are that:

(i) the majority of the cars come from the north;

(ii) the spine road provides uninterrupted access;

(iii) London Road, the station and the North Street area are major attractions;

(iv) it is possible to gain access into the heart of the central area;

(v) car parks in this area will cause the least visual intrusion;

(vi) the area has sites readily available for redevelopment where it will be more economical to accommodate parking than in any other part of the central area.

3.88 Two principal factors determined the size of car parks on the selected sites; the best distribution to satisfy projected demand; and the capacity of the site for parking without requiring an excessive number of storeys, thus avoiding an adverse effect upon the skyline.

3.89 The actual scale and nature of the car park development was also considered important; in all cases the car parks are part of a comprehensive proposal, as follows:

(i) Regency Square located underground

(ii) Churchill Square, to be connected with the proposed exhibition and conference hall.

(iii) Cannon Place, connected to Churchill Square development.

(iv) Bond Street/King Street, a part of the main proposed transport interchange with a bus and coach station, and shopping and servicing space (Fig.44).

(v) North Road, existing car park.

(vi) Adjacent to British Rail Station (ground level car park existing), a part of a large mixed development complex.

(vii) York Hill, the podium to a housing development (Fig.41).

(viii) Blackman Street, podium to a residential block.

(ix) Open Market site, basement level to complex of market and residential accommodation.

(x) Dorset Street, part of the proposed local government office centre (Fig.48).

(xi) Town Hall site, basement level to a proposed complex of art gallery, hotel, winter garden and shopping (Fig.46).

(xii) Edward Street, basement of Police Station.

3.90 These parking proposals should be supplemented by provision for central area residents wishing to park their cars. Increases in car ownership and sub-division of residential properties will result in difficulties for residents in securing a garage space. This problem can be overcome by a combination of parking management measures and the provision of residents car parks.

3.91 In the Clifton Hill area there is adequate space for residents parking provided non residents are prevented from using the space. In other parts of the central area it is suggested that accommodation specifically for residents cars will probably be required. It is also suggested that possible sites which could be developed for this purpose include the garage site in Regency Mews in the Regency Square area; the P.O. garage on Middle Street in the Old Town; Aquarium garage in the St. James's Street area; small redevelopment sites in the Cheltenham Place/ Gloucester Road area; and part of the residential development located at St. Bartholomew's Church.

Public Transport

(a) Introduction

3.92 Several factors promoted the need for a comprehensive study of bus services within the central area of Brighton:

(i) The existence of an efficient and reliable system of public transport could lead to some reduction in numbers of people who choose to travel by car. The improvement of bus services is, therefore, seen as an essential part of the policy to restrain private motor cars within the central area.

(ii) An improved system of public transport could be an important means of securing a high level of accessibility to the central area, and help maintain its commercial prosperity.

(iii) Even with a much higher level of car ownership than at present, there will remain an appreciable number of people who do not own or use cars, and who have to rely on public transport.

(iv) The proposed changes to the road network, with new roads, one way streets and bus only links, will necessitate some changes to the present bus system.

(v) There is a need for a new site for the bus station, as the extension of the existing Manchester Street site, recommended in the Consultants' Interim Report, is no longer possible because of partial redevelopment for other uses.

3.93 A detailed study has, therefore, been carried out to determine the level and nature of the problems facing the bus operators and methods of possible improvement. The main emphasis has been given to devising a set of objectives and principles upon which the future bus service should be based, for at this stage, it is the approach to a problem of such magnitude which is seen to be considerably more important than specific planned actions, which can be implemented only over a period of time.

3.94 The area enclosed by the long term principal road box, was studied as it was impossible to consider the entire bus network. Given this context an analysis was made of bus flows, routes, turning movements and frequency of service through

the day. The analysis of this information indicated the existing problems and future requirements.

(b) **Problems**

3.95 The bus flow diagram (Fig.8) shows that the great majority of movements are concentrated in the central area of Brighton with the highest density radiating outwards from the Old Steine area along the Valley Gardens, North Street and The Front.

3.96 This study, together with information supplied from the Brighton Area Transportation Survey, emphasises the fact that the great majority of passenger trips are to and from the central area of Brighton. This is also confirmed by an analysis of land uses, that shows the area to be the main location for shopping, communications, commerce, service industries, local government functions, cultural and entertainment facilities. The role of the central area of Brighton as a multi purpose attraction is also indicated in the consistently high level of bus services serving the central area over a 16 hour period of the day.

3.97 It is this predominance of the central area that has caused the problems the operators now face, as follows:

(i) Possibly the most severe problem is the great preponderance of services around the Old Steine area (Fig.9). The survey showed that not only was this a major centre for buses, but that they were stopping and turning in all directions, at one of the main traffic arteries of the town.

(ii) This concentration of services does not afford a good level of access to the central area, since Old Steine lies to the east of the main centre of activity. It would appear that the bus services have developed where space has been available to accommodate them rather than systematically to give a high level of service to all the points of attraction within the central area. This results in some reduction in passenger convenience.

(iii) Some destinations are inconvenient to reach when travelling from a particular part of the town. For example, it is not possible to reach the British Rail Station, without a difficult and inconvenient change of services, from the Preston Road, Ditchling Road and Lewes Road areas to the north of the centre. The station is only served by one third of the routes in the central area, and the principal shopping area, around the Clock Tower, by only half the routes.

(iv) The present bus terminal area at Old Steine, Pool Valley and Manchester Street is located in one of the most dangerous and exposed areas of Brighton, where it might be necessary to walk 300 yards to change services, without any protection.

(v) The points where there are the heaviest concentrations of passing and turning buses are among the accident black spots within the central area.

(vi) There are difficulties for the free movement of buses where they are routed through streets being used by goods vehicles, and where there are substantial volumes of other traffic. Combined with the physical layout of streets and buildings, this impcses some limitation on the number and location of stopping points.

(vii) For these reasons, and the increasing popularity of the private motor car, bus passengers are declining in number, with an adverse effect on bus revenues. If this trend continues it is possible that

fig. 8

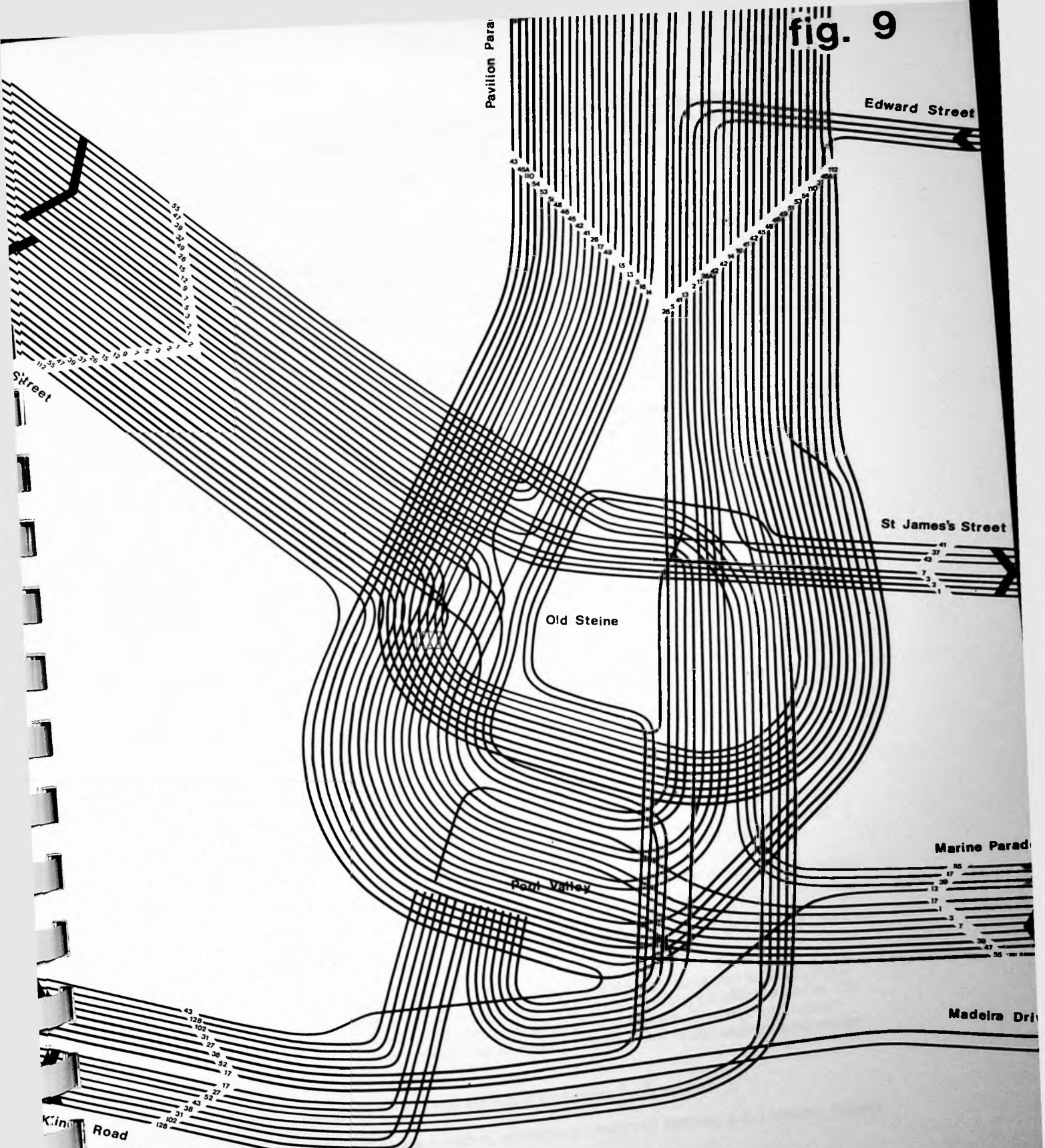
daily (16 hr) two-way flows in vehicles

0 2000 4000
1000 3000

less than 250

Existing bus flows

fig. 9



Bus services in the Old Steine

some services will be reduced or discontinued, or fares further increased; actions which would render the private car even more attractive, and making it more difficult for some people to travel to the central area.

(c) Objectives

3.98 It is clear from the results of the analysis that there is a need for some modification to the bus operations, as not only are the present services not giving sufficiently good and convenient access to the centre, but the composition of the points of attraction in the area will be changing over time, and so must the means of access to them. These planning objectives are, therefore, aimed at improving the speed and efficiency of access, and hence competitiveness with the private car:

(i) There should be good access from all points of the Brighton sub-region and outlying rural areas to the central area.

(ii) Where possible buses should be given precedence over private cars and be brought closer to major points of attraction.

(iii) The central area is by far the greatest attraction to bus passengers. It is, however, a combination of elements rather than one single point; the North Street area, Western Road and Churchill Square; The Front and The Lanes; Old Steine and the Royal Pavilion area; the new station for buses and coaches; and the Rail Station.

(iv) These central area attractions will develop over time, particularly in the north near the Rail Station where a large amount of new development might be located.

(v) Access to the central area should be through the local shopping centres to make them as attractive as possible and more competitive for everyday shopping. This is particularly the case with the main flow from the north which should give good access to the London Road shopping area. Buses from the west should be routed to serve the outer Western Road area, and from the east to serve St. James's Street. To a lesser extent, buses could also be routed to afford good access to Seven Dials and Lewes Road.

(vi) Routes should be direct and uncongested from points of origin to points of destination. This can be assisted by providing bus only links to serve principal shopping areas, and bus lanes.

(vii) Consideration should be given to limiting the number of turnings and crossings on all routes.

(viii) Buses should have routes between all the main points of attraction within the central area.

(ix) The possibility of passenger interchange between express, rural and town services is important, and should be effected with the minimum disturbance and inconvenience. The bus and coach station should be located to meet these requirements and those of the operators.

3.99 There are four different types of service to Brighton:

(i) Express coaches, providing a regional service, e.g. London, South Coast.

(ii) Rural bus services, within the Brighton sub region.

(iii) Town bus services.

(iv) Weekend tripper and excursion buses which operate separately and mainly in the summer.

Each of these services has its particular requirements, but the first three categories are interconnected, whereas the last performs an entirely separate function.

3.100 Both the express coaches and rural buses require stations off the main roads, in a central position. They need to be close to the pick-up points of the town bus service to facilitate easy and convenient interchange, and also near to the shops and other attractions. This is particularly the case for the rural service which people use for shopping in Brighton.

3.101 At the moment there are nineteen express and twenty three rural services operating from the bus and coach stations, with approximately sixty buses in the peak hour. In addition to this, there are over sixty buses in each direction passing near to the stations, through Old Steine.

3.102 The companies would prefer to have a joint bus and coach station; it is likely that this would be more economical as certain facilities could be shared. The approximate bus parking requirements would be ten bays for rural service, six for express services and two for relief coaches. In addition ten bays would be needed close to the station for the town services, so that passengers could transfer easily. It is unlikely that there would be any appreciable increase in these requirements but proposals should not prevent the possibility of some extension.

(d) Proposals

3.103 Alternative sites for a bus and coach station were considered, having regard to the needs of the bus operators, a high level of access to the central area for passengers and the servicing needs of the station. These were as follows:

(i) Manchester Street. This site was proposed in the Interim Report, but it now appears that it would be impossible to develop this area as a bus station as it has not got the necessary space or level of access, and also presents other problems.

(ii) Edward Street/William Street. This area, which was reserved for the College of Art extensions, is now available, and has been suggested as a possible location. However, it would maintain the heavy use of Valley Gardens, and the site is some 300–400 yards from the town bus stops and central area shops. In addition this site might be better used for an extension of the Law Courts or Local Government offices. This site would create difficulties for the operators and for potential bus passengers.

(iii) Church Street/Jubilee Street. This site is a potential comprehensive redevelopment area and as such could possibly incorporate a bus station. The same arguments that were cited against Edward Street appear equally applicable here.

(iv) King's Road/West Street. This site would require modification to the southern part of the Churchill Square development; it is served from King's Road and West Street. It could provide sufficient accommodation, at a sea front location, but it is removed from the main shopping and central area activity. Furthermore, it is part of a prestige redevelopment site, which could probably be used more appropriately.

(v) Trafalgar Street (adjacent to Rail Station). The purpose of considering this site is that it could provide one unified point of interchange between rail and bus services, and could also be easily linked to the new spine road. This location is, however, entirely removed from present central area functions and could only be considered seriously if it could be linked in with the bus

town services or as a future second interchange.

(vi) Bond Street/King Street (Fig.44). This site is recommended for the new bus and coach station in that it meets all of the stated criteria and also has other considerable advantages, as follows:

(a) The site is already proposed for redevelopment as a car park and work on the first stage of the bus station could start almost immediately.

(b) It is at the immediate end of the proposed spine road.

(c) There is ample space for the stated uses.

(d) This proposal would not preclude car parking above the bus station.

(e) Links with the town and rural bus services are simple and direct, and pedestrian links can be provided with North Street and Queen's Road.

(f) The proposed station would not cause environmental problems as it would be masked by adjacent buildings.

(g) It is close to the Pavilion area and to the main shopping area, and could have some commercial development incorporated with the station.

(h) The location will assist in reducing the concentration of buses in the Valley Gardens, and more particularly the number of stopping points and turning movements within the area.

3.104 Having decided on the Bond Street/King Street site for the bus station the possible rerouting of services was then considered. Two systems were developed initially, to provide a suitable basis for a preferred solution that could operate efficiently within the proposed road network to meet the planning objectives. The two systems can be described as the loop and the corridor pattern.

3.105 The loop system was based on a bus route from a starting point to the central area where it would form a loop serving all the facilities, before returning to the point of origin. Such an approach produces an overlapping of services throughout the central area whether from the west, north or east, and passengers can simply transfer from one service to another. Furthermore, such a scheme could allow all services to pass through or adjacent to the bus and coach station. Several schemes of this nature were considered using alternative routes and flow patterns, but basically the main difference between the schemes was the pattern of circulation through the central area, either clockwise or anti-clockwise (Fig.10).

3.106 The basis for the corridor system is the same as that for the loop system in that buses would enter the central area where the routes would overlap with each other. The main difference between the two systems is that the schemes in this case took greater account of possible new developments to the north of the present central area around the British Rail Station. Instead of buses travelling from the starting point looping around the centre and returning to the point of origin, services on these schemes would tend to cross Brighton through a north/south corridor and proceed to a different point, from which the return journey would start. This system has the same advantages as the loop system in that it serves a number of points of attraction in the central area, and all services could pass through or adjacent to the central bus station.

3.107 Both sets of schemes were than related to the proposed road network to establish their practicability and also to determine if one system used the proposed network in a more effective manner than the other. In fact it was evident that, with minor modification, each of the alternatives related well to the road network, and in all cases buses achieved considerable priority over private motor vehicles.

3.108 A further analysis of the system indicated that an approach that adopted certain elements of both would probably be the most successful, and at the same time facilitate the greatest degree of flexibility. The main priority at present, however, is to provide a high level of service from all parts of Brighton and the surrounding rural area to the facilities within the central area, and routes across Brighton are less important. It was considered that routes from the west, north, and east should service as many as possible of the points of attraction in the centre without the need to change buses. In practice this would mean that all points except the British Rail Station could be served directly by a high frequency service, and where a direct route did not prove practicable the point of interchange could be easy and convenient. There is no reason, however, why the British Rail Station should not be served directly from the east and west and if a demand was identified it could very easily be met.

3.109 It is also possible to bring town services through the outer shopping areas which could be mainly areas for buses only, and to facilitate an overlap of all services within a one way directional loop passing through the central area.

Bus network

3.110 Recommendations can now be made on the preferred routes of the bus services in the central area to provide maximum benefit to both operators and passengers; these are illustrated on Fig.65. The proposals include lengths of route where it would be possible to give priority to buses through the use of a bus lane or bus only streets.

3.111 To a very large extent the proposed routes can be used in the way considered most appropriate at the particular time, in that the direction in which buses circulate within the central area can be modified, as can the routing and frequency of service, provided they follow the proposed network. This has been considered an important part of the proposal in that it would clearly be wrong to attempt to lay down a rigid system that would dictate for all time the exact manner in which the bus services would operate.

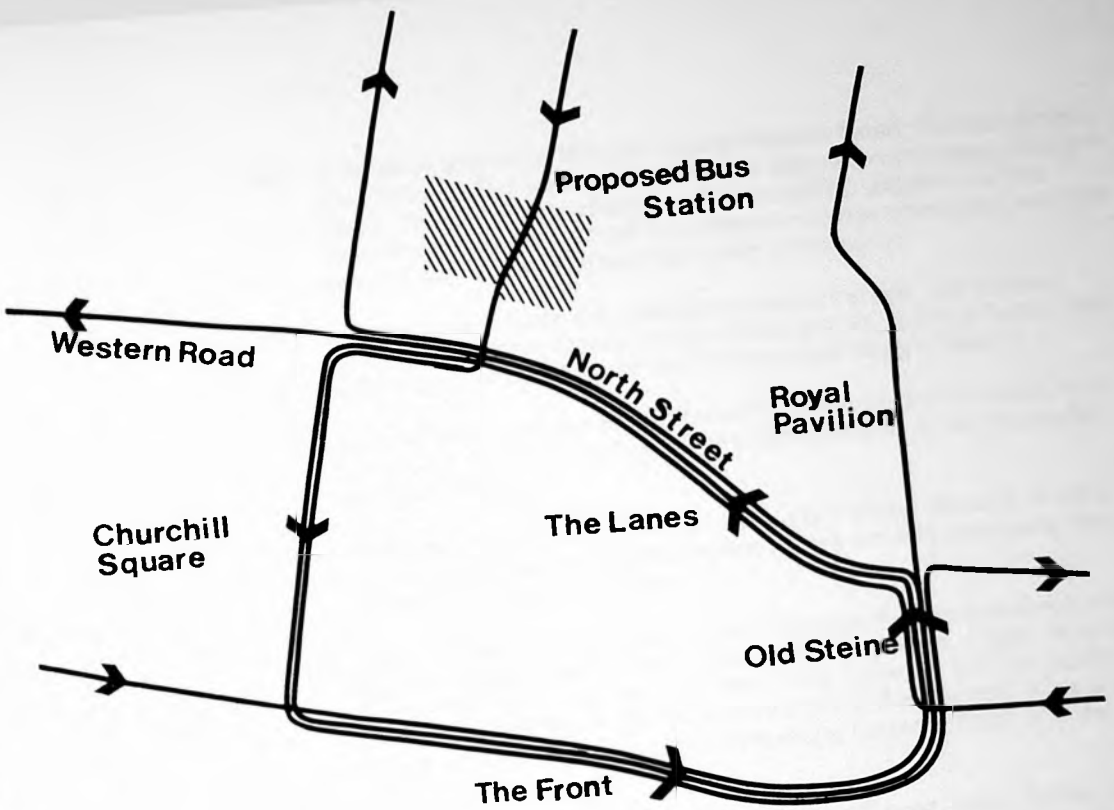
3.112 It is proposed that North Street, Western Road, St. James's Street, and London Road, should become bus streets with restrictions on all other vehicles except local service vehicles and possibly taxis. If the proposed spine road is elevated, the area underneath it from Trafalgar Street to the proposed bus station could be developed as a busway, in part adopting existing streets along the alignment of the spine road. The only situations where a bus lane might be appropriate would be against the flow of private cars in West Street and Queen's Road.

3.113 The proposal shown in Fig.53 provides a context for studying in depth the changes that could be made to bus services and shows how these might further develop over time, for it was considered that it would be useful to make the recommendations more explicit. As a basis for further discussions an outline of the possible services that might operate through the new station is put forward. It is possible to provide a high level of access by the use of only ten routes within the central area instead of the present figure of nearly thirty. The various services will, of course, take widely differing routes outside the central area, but within it the limited provision appears to meet all the objectives:

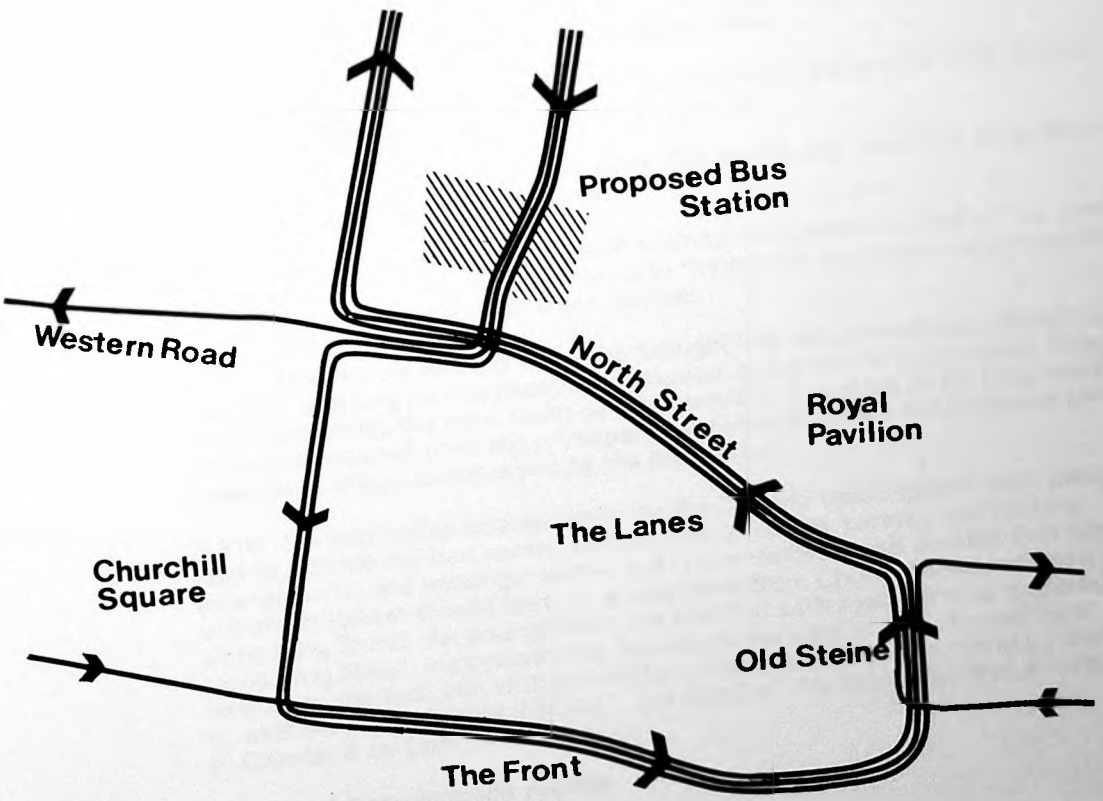
(i) A route from the west along Western Road, turning to the north along Queen's Road, North Road and under the spine road, with a main stopping point adjacent to the Clock Tower redevelopment with its covered access to the bus station, and with a second stopping point adjacent to the British Rail Station.

(ii) The same service in reverse, with a route along New York Street and the spine road to the bus station, and a route to the west along Western Road.

fig. 10



the loop system



the corridor system

Diagrammatic bus systems

(iii) A route to and from the west along Western Road, Preston Street, King's Road, Old Steine, North Street and returning along Western Road. The main inter-change points would be adjacent to the southern end of East Street to change to routes going east, and the western end of North Street for other services.

(iv) A route to and from the east along Marine Parade, Old Steine, North Street, West Street, King's Road and St. James's Street, and with interchange points at North Street and King's Road.

(v) A route from the east along Marine Parade and North Street, and turning to the north along Queen's Road, North Road and under the spine road.

(vi) The same route in reverse from New York Street through the bus station, and then along West Street before turning east along King's Road and St. James's Street.

(vii) A route from the north which incorporates the various services from Preston Road, Beaconsfield Villas, Ditchling Road, Lewes Road and Elm Grove into a route along New York Street to the bus station, where it circulates around the centre along West Street, King Street and North Street, before returning along Queen's Road and the spine road.

(viii) A route combining services from the north west, from Goldsmid Road, Dyke Road and New England Road along Montpelier Road, turning into Western Road before returning along Queen's Road, Terminus Road and Buckingham Place.

(ix) A route which also enters from the north along New York Street but returns along the Valley Gardens.

(x) A route from the west along The Front, and returning along Western Road and Preston Street.

3.114 Rural bus services could adopt a similar bus pattern to that of the town services but would be able to terminate in the central bus station which would be the point of destination of all these services.

3.115 The express services would be brought into Brighton along a route not requiring stopping points, except termination in the central bus station. Though they could adopt the same route as other services, it is more likely they would in time be rerouted onto the principal road network, where the proposed spine road would afford direct access to the bus station.

3.116 Six alternative arrangements for the bus and coach station were evaluated to provide the best access, distribution of routes, parking and turning arrangements, and passenger safety and convenience. It was decided that the bus and coach station should have an access point from Church Street with exit along King Street. An arrangement was adopted with town services stopping along King Street, express services located to the west of this line and rural services to the east, and with pedestrian underpasses and links running from east to west and along Portland Street. The detail of this redevelopment is included in Chapter 6 on Local Areas.

Combined transportation systems

(a) The present situation

3.117 It has already been stated that the essence of the proposals for movement is not simply the changes to the systems themselves, but also the relationships that occur between these systems. Several of the problems affecting the functioning of the central area, have concerned the conflicts between various forms of movement.

3.118 The conflict between the private motor car and the pedestrian has been outlined, as have the competing needs of buses, service vehicles and cars in congested areas. A situation has developed where all the various aspects of movement within the central area are restricting or being restricted by one or more of the others. The removal of these conflicts was one of the principal objectives of each of the systems.

3.119 One other problem of the present situation is that of orientation and clarity of direction. With all means of movement having a large measure of freedom and flexibility it is easy for confusion to arise. The private car and service vehicles can use almost any street within the central area, while the pedestrian does so with even greater freedom of movement.

3.120 In a situation where there are many options open to the individual, no one apparently being more suitable than another, it becomes difficult to think in terms of routes and links, and, therefore, difficult to understand the most efficient way to use the paths, roads, spaces and facilities available.

(b) Principles and proposals

3.121 It is clear that no form of movement can be viewed independently; a bus service cannot operate without stopping points which, in turn, are related to pedestrian movement. All the movement systems have been planned,therefore, in terms of their individual requirements and also in their relationship to all other patterns of movement.

3.122 Conflict can be avoided by planning for three distinct relationships, as follows:

(i) A complementary relationship where it is possible for alternative forms of movement to overlap.

(ii) A non-complementary relationship where it is necessary to separate the forms of movement concerned.

(iii) Interchange where the movement of people from one system to another can take place.

3.123 All forms of movement can be considered in terms of these three conditions. Examples of the relationships that have been adopted in the proposals for the central area include the following:

(i) **Pedestrians**

Possible overlap with buses and service vehicles in local streets;

separation from private cars and other vehicles where possible;

interchange at car parks, bus stations and stops and British Rail Station.

(ii) **Cars**

overlap with other vehicles;

separation from pedestrians, vehicles serving shops, and, where possible, with buses in the central area;

interchange at car parks located at points of attraction.

(iii) **Buses**

overlap where services not interrupted by other traffic;

separation where practicable;

interchange with main pedestrian routes, British Rail Station and car parks.

(iv) **Service Vehicles**

overlap to a limited degree with all systems, but it is preferable to plan separate service roads.

3.124 To improve the direction and orientation of any system there should be a degree of continuity, besides being a simple pattern of movement. One good example is that of pedestrian movement to and within the centre. There are no easily identifiable routes, and every route is continuously severed and interrupted by moving vehicles. The main means of reaching the facilities within the central area will be by walking from the car parks and bus stopping points to them: Unless routes for pedestrian movement are developed, with continuity between points of interchange and points of attraction, the central area cannot be used in an efficient manner. Similar arrangements apply to cars, buses, and service vehicles, each requiring a convenient, safe and reasonably direct route to function efficiently.

3.125 By adopting the two previous principles it is suggested that people's understanding of how to use the central area will also improve. A series of simple working rules, which are easy to understand, has been systematically related to the urban fabric to make it clear how the central area works and what has to be done to reach one point or another.

3.126 In applying these principles a system of networks has been devised, each one planned to meet its own needs but relating to other networks according to the stated principles. What has developed, therefore, is a system of routes which are separated, overlap or cross each other according to need. The functioning of the particular routes in this network is detailed in Chapter 6 on Local Areas.

3.127 Any proposals for a transportation scheme must take account of the needs of handicapped persons. This includes suitable access for motorised disabled persons through pedestrian or bus-only areas and for wheel chair access to buildings.

4. LAND USE

Introduction

4.1 It is clear from the studies that there will be comparatively little change in land use requirements in the centre. The population of Brighton is estimated to increase by less than 5,000 to about 168,000 by the end of the century, and, therefore, any growth of commercial activities is more likely to be related to changes in the catchment area of Brighton as a regional centre. Some additional facilities will also be required to meet the developing function of the town as a major conference and leisure centre and as a resort with Common Market interests. Consideration is given to these various aspects of land use planning in this chapter.

Shopping

(a) Introduction

4.2 The Consultants' report on Shopping and Service Trades, submitted in March, 1971, surveyed and analysed the present structure of shopping, made a gravity model projection to establish future shopping patterns, and proposed a shopping policy. These proposals are related to the projections and recommendations contained in that report. In addition information has been received from the land use predictions used in the Brighton Area Transportation Study and from 'Survey Report 9 : Shopping'.,produced by the Brighton Urban Structure Plan Team.

4.3 Many of the problems that have been considered in Chapter 3 on movement also relate directly to shopping, in that traffic congestion and road access, car parking and environmental blight can severely restrict the efficient functioning and development of a shopping area. Any shopping policy must take these factors into account.

4.4 Brighton town centre combines a number of shopping functions; at the highest level for quality and durable goods demands over a wide catchment area; at the other end of the scale, it serves as a daily shopping centre for the immediately surrounding area; at the intermediate level it serves as a weekly shopping centre. This overlapping of shopping functions puts particular pressure on the central shopping area, producing demands for space, greater accessibility and more car parks.

4.5 There is the further point that in periods of rising real income, a greater proportion of each increment of income tends to be spent on speciality and luxury goods and services than on basic necessities. Brighton central area is in a favourable position to capture a major share of the newly created speciality goods expenditure, and to extend its catchment area for such trade.

(b) Policies

4.6 It is proposed that the main emphasis in shopping policy should be given to encouraging specialisation of shopping within the centre, and the devolution, as appropriate, of non-regional trade to lower grade centres; rather than a major expansion of the central area.

4.7 For such a policy to be effective it is essential that additional shop space should be developed within the sub-region for daily and weekly shopping so that central Brighton can operate more efficiently and profitably as the region's main speciality shopping centre. Implementation of this policy rests upon agreement and common action by all the planning authorities concerned since development control powers do not distinguish between shops of different types.

4.8 The outlying shopping areas of the town centre, London Road, St.James's Street, outer Western Road and Seven Dials should become considerably more attractive for local and weekly shopping by a fuller utilisation of the existing

floor space, with expansion as necessary, and through an improvement in the general environment and quality of the shopping areas, and by improved parking facilities.

4.9 New shopping in Brighton town centre should cater mainly for speciality and durable goods. Such a policy, which accords with the broad underlying trends could be promoted by encouragement of developers and traders. Any new development should aim to consolidate and integrate the existing shopping centre of Brighton.

(c) Proposals for town centre shopping

4.10 The Report on Shopping and Service Trades included the prediction that with the 1981 improvements to the road network an increase in the order of 285,000 sq. ft. of new gross retail floor space would be required in the town centre, and 142,000 sq. ft. at London Road, in the period 1961—1981. Since 1961, many shopping developments have been carried out or committed including Churchill Square and Brighton Square, extensions to Marks & Spencer and the London Road Co-operative Store, and various supermarket developments. These amount in total to about 363,000 sq.ft. in the central area and about 73,000 sq.ft. at London Road.

4.11 The result of major over provision of shopping is that traders in other parts of the centre will suffer. However, although there is no need for an immediate expansion of shopping in the town centre, this should not prevent further developments taking place towards the end of the period, which are based on the expectation of continued shopping demand in the immediately following years. The proposals in this report provide for a net gain of about 60,000 sq.ft. of gross retail floor space.

4.12 The basis for development of shopping in the town centre is one of consolidation within a proposed new pedestrian network. It is intended that this network should loop around the existing shopping areas and proposed bus routes and draw the different shopping areas into a well related shopping centre.

4.13 Shops are proposed at Bond Street to form part of the bus and coach station redevelopment on the west side of the street, with smaller shops along a pedestrian route from east to west through the centre of the station, where people descend from the proposed multi storey car park (paras. 6.80/81, Fig.44). To the west of Windsor Street a new shopping development is proposed on the site of the Regent Cinema, with pedestrian malls connecting the bus station to Queens Road and North Street. The existing shopping at North Street Quadrant could be redeveloped but the existing scale of building should be maintained (Fig.37). The pedestrian route then continues to Churchill Square where the shopping development is nearly completed, and to the east the route enters the proposed pedestrian area of Duke Street before reaching another possible shopping area on the site of Dreadnought Garage. It is suggested that this site could be developed for small speciality shops, incorporating the same successful principles as at Brighton Square. (paras. 6.101/102 Fig.47). From there the pedestrian route passes through Ship Street and Black Lion Street before entering a proposed new shopping development, also in character with the Old Town, situated between Black Lion Street and Market Street (para. 6.107, Fig.46). The circular route then links through East Street and Market Street back to North Street.

4.14 These proposals should provide sufficient flexibility and variety to accommodate future demands. A balance has been struck between the need for larger retail stores provided at the Clock Tower, related to the large, bold scale of Western Road, and smaller specialised shops promoting the attraction of the Old Town.

4.15 Other proposals for increased specialist trade in the town centre consist of:

(i) Extension of existing premises.

(ii) Improved efficiency of existing premises.

(iii) Change from convenience to durable goods.

(iv) Use of vacant premises.

(v) Change of use of existing premises from storage, offices or residential to shopping. This trend has been operating successfully in the Old Town for some time, and will undoubtedly continue.

(d) Proposals for other shopping areas

(i) London Road

4.16 It is proposed that London Road shopping area should be consolidated around the proposed bus and service only lane and pedestrian street. Substantial new developments will act as nodes within this area.

4.17 The new Fine Fare supermarket, Sainsburys and the enlarged Marks & Spencer will act as attractors in the southern part of the area, with possible further extension to the Co-operative Society in the north. It is proposed that the central part of London Road should be expanded by two new shopping developments. To the east the Open Market area should be redeveloped as an enlarged covered market with ancillary shops and car parking. To the west the area around St. Bartholomew's Church and Ann Street is proposed as a new shopping precinct.

4.18 A great number of shops could be enlarged or improved in efficiency. In particular there is the possibility of extending the shops to the west of London Road through to Providence Place and Elder Place.

(ii) St. James's Street

4.19 This area is also proposed as a pedestrian street with a bus and service only lane. It is not anticipated that there is a great potential for redevelopment in this area, but some extension of existing premises might be possible. It is proposed that a new group of shops, possibly incorporating some market stalls, could be developed along St. James's Street between St. James's Street Mews and Chapel Street. Another possible area for new shops is in a potential redevelopment at Manchester Street.

(iii) Seven Dials

4.20 The only proposal relating to shopping in this area is the simplification of traffic movement through the area and the closing to vehicles of Dyke Road and Prestonville Road either side of the Seven Dials junction. It is anticipated, however, that in the long term when it is possible further to reduce traffic in this area, some additional shopping development would be possible.

(iv) North Road

4.21 A pedestrian route is proposed to link the shopping streets to Gardner Street, Kensington Gardens and Sydney Street. It is also proposed that there should be a small amount of additional shopping in this area.

Offices

(a) Introduction

4.22 The information for this section was obtained from two reports; Office Development in Central Brighton prepared by the Brighton Planning Department and Survey Report No.5 – Employment prepared by the Brighton Urban Structure Plan team.

(b) Problems

4.23 Office development is at present restricted by the need to obtain an Office Development Permit where the floor space of a project exceeds 10,000 sq.ft. Permits require substantial evidence of need in an area of relatively low unemployment such as Brighton. In the report by the South East Joint Planning Team "A Strategic Plan for the South East", Brighton is not considered suitable

as a growth area as any major expansion of employment would require development to intrude onto the South Downs.

4.24 There is, of course, a possibility that further commercial development could take place in the near future through an easing of Government policy; this is important when considering the development of the central area of Brighton. In the Planning Department report, possible sites for and timing of office development were indicated (Table 4.1). This matter is of obvious concern to Brighton for if potential sites can be made available, continued restrictions would obviously mean a loss of economic activity. This possible conflict between restrictions on offices and the potential of the central area to accommodate such development led to an investigation into the implications of such a growth of offices in the central area.

TABLE 4.1 Sites considered for possible commercial office development in Brighton.

Location	1971/73	1974/76	1977/78	1979/81
	square feet gross	square feet gross	square feet gross	square feet gross
Black Lion	46,500			
Mighell Street	45,000			
Churchill Square		150,000	60,000	
Crown Buildings		25,000		
Church Street/ Jubilee Street			250,000	
Station, British Rail			250,000	
Clock Tower				60,000
Preston Road			30,000	
Queen's Road area			15,000	
Gloucester Road			121,000	
	91,500	175,000	726,000	60,000

4.25 The two reports mentioned in para.4.22 make alternative assumptions concerning future labour supply in the Brighton area. The first is that the office labour force will level out in the future as there appears to be a very low level of unemployment amongst office workers. The second is that the coincidence in the past shift to office occupation between the regional and local levels would continue up to 1981 and that the rise in the activity rate and decline in outward commuting would be maintained to the end of the decade.

4.26 The result of the findings based upon the first assumption was that there would need to be a substantial increase in the population to provide sufficient office workers for the potential increase in office floor space as indicated in Table 4.1, and in the second case a much smaller increase, though one still large enough to create considerable problems.

4.27 It is unlikely that there will be large resources outside the area since to the west; South Hampshire industries are expanding rapidly and in the north; Crawley, the main area for expansion south of London envisaged in the Strategic Plan for the South East, is already experiencing labour shortages. In this event any office labour shortage is likely to be made up from incoming workers moving their homes, rather than an increase in commuting.

4.28 Alternatively, incoming offices may be able to obtain a large amount of labour by encouraging a shift in the employment structure to office occupations and in this way reducing the number of office employed households moving into the area. But, with a relatively static working population to 1981, the other sectors of employment would be likely to suffer serious losses.

4.29 A further consequence of greater employment of office workers in Brighton would be a major demand for additional land to provide the buildings to service their needs. Not only would there be a demand for more land for housing, but the ancillary needs of schools, open space, roads and services would have to be met. In particular, expansion of the population and of employment would also bring about increased traffic movement, on a road network already under considerable pressure, leading to greater congestion and environmental damage with the need for a larger investment in new road works.

4.30 It is apparent, therefore, that the issue is not as simple as anticipating an easing of the Office Development Permit policy in the long term so that sites in Central Brighton with commercial potential can be developed for offices. A real labour and land problem would almost certainly arise if offices were developed on too large a scale. At the two extremes there would be an acute labour shortage in some sectors of employment, or a large increase in demand for land which could affect the conservation of the South Downs. On the other hand the economic development of the town could be affected by not utilising the commercial potential of available sites.

(c) Objectives

4.31 Apart from the effect of Government controls, the most objective proposals for office development will be included in the Brighton Urban Structure Plan, which will be based on a full study of the situation in the context of the sub-regional planning policies. This report, therefore, cannot advocate a firm policy for office development in the central area of Brighton, but some indication can be given of possible actions, leading to proposals covering the period to 1981. This study includes proposals for the location and scale of office development, their implications, and policies for the control of such development.

4.32 Office development can affect the physical quality of the central area in two ways. Firstly by having an adverse effect on the character of a particular area and secondly by inducing increased traffic movement and a consequent deterioration in the environment. The following objectives are recommended to prevent such conditions:

(i) The existing character should be retained, and no high buildings erected within those areas of the centre that are of such a scale that any large office blocks would be visually damaging to the environment. This objective should be implemented by a high building policy (Fig.56, paras.5.82/83).

(ii) Large office complexes, defined areas where new offices can be seen to be the main structures, should not be constructed in predominantly residential areas, or areas conserved for their architectural or historical character.

(iii) New office developments should not take place in areas where they would induce increased traffic flows beyond the environmental capacity of the roads.

(d) Proposals

4.33 In relating these objectives to the physical fabric of Brighton the following proposals are made for possible office development in the various local areas:

(i) The Regency Square area should not be developed for offices except for change of use within existing property, on a small scale.

(ii) The Clifton Hill area should not have any increase in office accommodation.

(iii) The London Road area is the most suitable location for new offices, provided the various objectives are satisfied. The area for development

is divided by the proposed spine road. To the east new office development should not be permitted, except possibly on the vacant site between New England House and Circus House. To the west on the railway land there is the largest potential site in central Brighton, almost any part of which could be used for offices. The area is well serviced by the new spine road and the railway station; parking accommodation can be provided and higher buildings could be permitted within the limits of the high building policy. Office blocks might also be built to act as barrier development to the proposed roundabout in the Preston Circus area.

(iv) The North Road area could accept an appreciable increase in office development as this is an area due to change substantially in the ten year period with new road works, and where access will be very much improved by the spine road. The extent and location of the buildings should, however, be carefully controlled. To the east of the spine road, office development should be very limited in extent, except on the Church Street/Jubilee Street site where low slab blocks of offices could be provided (Fig.53). This is because most of the remainder of the area is proposed as a General Improvement Area, and new buildings should not interrupt the horizontal emphasis and silhouette to the Valley Gardens. A small number of offices could also be provided in a possible redevelopment of the west side of Bond Street as part of the new bus and coach station complex and on the Regent Cinema site (para. 4.13). To the west of the spine road there is some opportunity for office blocks within the limits of the high building policy, mainly on the sites on the east side of Frederick Place and Frederick Street.

(v) The Old Town should have no further increase in offices apart from either a change of use within existing buildings, or as part of a mixed development. It is suggested that possible redevelopments of the Dreadnought Garage and Town Hall area could contain professional offices.

(vi) In the St. James's Street area any office building within the ten year period should be carefully controlled. No development should be permitted to the south of St. James's Street. To the north it is proposed that a part of the site bounded by Edward Street, George Street, St. James's Street and Pavilion Parade, and also the site adjacent to William Street should be used for new local government offices (Fig.48). New Crown offices are already under construction on the site adjoining John Street and Edward Street. A further office development east of the Crown building for American Express, with a floor area of 297,000 sq.ft. has been granted planning permission and an Office Development Permit. This will increase the already considerable traffic flow in the area.

4.34 In deciding the amount and location of offices, various assumptions were considered. The first was that Office Development Permit control would be operated rigorously in Brighton. On this basis, there should be no problems in accommodating the level of growth.

4.35 The second assumption was that all the sites in Brighton suitable for office development, with capacity for a total floor space of over 1,000,000 sq.ft. would be developed in the ten year period. The impact that this scale of development might have on the labour force and additional demands for land and facilities was outlined in the report produced by the Borough Planning Department. Other problems relating to the physical fabric of the central area, would include the serious effect on the road network, car parking provision, and quality of the local environment. It is strongly recommended that development on this scale should not be contemplated without a full study of all the implications, including the increased investment in road works.

4.36 The third assumption was that O.D.P. control would be relaxed in the outer areas of the South East region, but consistent with the overall policy of the Strategic Plan. No agreement has been reached as to the floor space which the sub-region as a whole could absorb, but the growth for the period 1964/70 would suggest a figure in excess of 250,000 sq.ft. by 1976. It was also assumed that, if structural changes in occupations are achieved by 1981 and ancillary office employment does not expand to any extent beyond the 1971 figure suggested in the Borough report, between 1976 and 1981 an additional 350,000 sq.ft. of floor space might be built. Even if the labour problems were overcome, it is clear that a 30% increase in total office accommodation in this period would have a condsiderable effect on the road network and physical structure of Brighton. It is recommended that, if such a scale of development were to be contemplated, it should be carefully directed into the areas shown in Table 4.2 where it would have the least detrimental effect.

TABLE 4.2 Possible location of commercial office development in Brighton central area.

Location	1971/73	1974/76	1977/78	1979/81
	square feet gross	square feet gross	square feet gross	square feet gross
Crown Buildings	25,000			
Church Street/ Jubilee Street		40,000	40,000	
British Rail site		50,000	50,000	150,000
Clock Tower area		15,000	20,000	
Frederick Place	35,000		10,000	15,000
	60,000	105,000	120,000	165,000

Recreation and tourist facilities

(a) Introduction

4.37 The Consultants' report on Holiday Recreation Facilities, submitted in March, 1971 and The Brighton Urban Structure Plan Survey Report 3 – Leisure and Recreation provided the basis for the proposals in this section of the report. In both these reports emphasis was given to the growing size, wealth, leisure and mobility of the population with increased pressure on existing recreation facilities and demands for new facilities. It was further stressed that the pressures exerted on Brighton could be seen to be local, regional, national and international, but that the facilities provided should ensure the greatest return to the local inhabitants. Two criteria were, therefore, of major importance when formulating these proposals, the facilities that could play a major part in improving the state of the local economy by providing employment and income, and those providing the highest level of amenity to the local inhabitants. It was considered particularly significant that in part these two criteria might complement each other, and as Brighton acts as a natural centre to the region a range and quality of facility could be provided in excess of the economic possibilities of its own population.

(b) Proposed new facilities

4.38 In the reports the following additional facilities were proposed in the central area of Brighton:

(i) There is an increasing demand for facilities for indoor sports such as squash, bowls, badminton, fencing and five-a-side soccer.

(ii) There is also an increasing demand for indoor swimming pools. The only existing pool, at North Road, is in need of replacement. It is recommended that a 33 metre pool should be provided.

(iii) The size of Brighton Central Library is too limited to provide an adequate service and it is recommended that it should be considerably extended.

(iv) There is a growing need for facilities for groups interested in artistic and cultural pursuits. As many of these might be minority interests the most convenient location would be central Brighton. It is recommended that a multi purpose building should be provided.

(v) Commercial entertainment facilities should be encouraged in the central area.

(vi) Conferences and exhibitions are closely related to the holiday industry and delegates often combine business with leisure interests. With the increase number of conferences a multi purpose hall to seat 4,000 is required. In addition, certain existing premises will require to be extended, and new ones added. With increased accommodation it will be possible to house the major political party and trade union conferences, and the growth trend in exhibition promotion.

(vii) Although there has been a decline in British holidaymakers staying in Brighton, this has been more than offset by an increased number of holidaymakers from abroad and visitors to conferences. It is also anticipated that there will be an increase in the near future in the number of persons visiting Brighton for a second holiday. There is consequently, a demand for additional and better accommodation in licensed hotels; this can be met mainly by redevelopment or improvement of existing establishments, but one or two new hotels will be required in central Brighton if there is a further development of the conference industry.

(c) Location of new facilities

4.39 Two of the most important sea front sites on the south coast have considerable potential for the future development of recreation and tourism in Brighton; these are located south of Churchill Square and between Bartholomews and King's Road.

4.40 The Local Authority propose that the site to the south of Churchill Square should be developed as a multi purpose complex comprising conference centre and exhibition hall, and other facilities.

4.41 It is suggested that a major new luxury hotel could be constructed on the sea front between Black Lion Street, Prince Albert Street, Bartholomews and King's Road. This development could also house ancillary facilities such as night club and casino, ballroom and shops but, in particular, a new winter garden which could be run as a part of or independently of the hotel. This all weather facility could act as a major all year attraction besides being very much in the spa character of Brighton.

4.42 On the same site, it is proposed that the existing Town Hall should be used as an art gallery and museum displaying permanent and visiting exhibitions of arts which are of regional importance. Adjacent and connected to the south side of the Town Hall it is proposed that a centre for arts, crafts and cultural pursuits should be constructed. Each of these developments is planned around a pedestrian square which could also accommodate cafes and art exhibitions. This proposal is decribed in the section on the Old Town local area in Chapter 6 (Fig.46)

4.43 It is proposed that the Central Library should be extended as part of the Church Street/Jubilee Street redevelopment (Fig.45). This development should contain a minimum of 60,000 sq.ft. and should have, in addition to main library facilities, a record and music library, youth club study rooms, and possibly a centre for the Open University.

4.44 The construction of a second hotel could be given consideration when the area around Manchester Street is redeveloped, possibly replacing the existing public house.

4.45 A swimming pool is proposed as part of the Church Street/Jubilee Street redevelopment.

Industry

(a) Proposals

4.46 There are no proposals for attracting new industry to the central area. A number of existing industries will probably require to be relocated within the ten year period, however, because they have an adverse effect on the environment, have no space for expansion, or are affected by road or redevelopment proposals. The North Road area is particularly affected.

4.47 Only three areas are considered to be suitable for accommodating relocated industries, as follows:

(i) Two continuous sites in Queen's Gardens and Tichborne Street, to the east of the spine road, could be developed immediately. It is suggested that warehousing would be a suitable use as this would create a barrier to noise from the spine road, it would not itself emit noise and there is a need to maintain some warehousing in close proximity to the main shopping areas.

(ii) The area to the immediate west of New York Street and Fleet Street, and enclosed by the east and west carriageways of the spine road. The area between New England House and Circus House could also be used as a flatted factory, if it is not developed for offices.

(iii) The area adjacent and to the east of the British Rail Station and the railway, when redevelopment of that site takes place.

4.48 The relocation of National Carriers Ltd., from the goods shed east of the Station, to the extreme north of the vacant railway land adjacent to New England Road, is necessary in relation to several proposals. The existing site is a valuable area with considerable potential for development of parking and offices, or other suitable uses. A pedestrian link could be formed between the station and a proposed bus stopping point to the east.

Social services and utilities

(a) Proposals

4.49 Several social services and utilities are directly affected by the central area proposals, or will require additional accommodation within the ten year period.

National Health Service

4.50 Proposals have been made for combining several small hospitals into one central hospital, possibly at Falmer. This would mean the relocation of The Royal Alexandra Hospital for Sick Children and the Sussex Ear and Throat Hospital from the Clifton Hill area. The sites should be used for residential purposes.

4.51 A new geriatric unit is required in a central and easily accessible location. It is proposed that this could be located in the Church Street/Jubilee Street redevelopment.

Local Government

4.52 The Brighton County Borough offices are scattered in several locations and do not provide a satisfactory standard of accommodation; the reorganised structure of local government will also require changes. It would be impossible to provide sufficient space on the Bartholmews site without demolishing the Town Hall and constructing a large office block, totally out of character with the Old Town Area. It is, therefore, proposed that a new local government office development should be sited to the immediate east of Pavilion Parade facing the Royal Pavilion. This proposal is discussed in detail in Chapter 6 under the St. James's Street local area (paras. 6.124/126, Fig. 48).

Fire Service

4.53 The existing fire station at Preston Circus will probably need to be re-located due to new road works. It is suggested that a suitable site would be between the railway and the northern access road to the new Preston Circus roundabout. At this location, and with traffic-light arrangements, fire engines could easily move onto the principal road network radiating to all parts of Brighton.

Electricity

4.54 The electricity depot located at Bread Street requires additional accommodation. This could not be provided to the east because of the location of the spine road, but expansion could take place across Spring Gardens.

Wholesale Market

4.55 Brighton wholesale fruit and vegetable market in Circus Street is extremely congested and requires relocation outside the central area. It is considered that the present Municipal Market will probably continue to function throughout the present planning period, but be redeveloped in the future. The problem of congestion within the market and access to it could be considerably assisted if a part of the market was relocated as soon as possible.

Housing

(a) Problems

4.56 The main problems concerned with housing in the central area is that of its general quality. Some areas are attractive but others have degenerated and appear drab and uninviting, or unfit buildings have been cleared. Housing areas may be unsatisfactory for a number of reasons:

(i) Properties may be old and structurally unsound or in a state of disrepair.

(ii) The houses may lack basic amenities.

(iii) The area may have degenerated and been affected by the issue of random closing and demolition orders.

(iv) The area may have been adversely affected by conflicting uses such as industry, or by the intrusion of motor vehicles.

4.57 These conditions can be identified in many parts of central Brighton, and it is significant that the great majority of the housing was constructed prior to 1910; consequently a large number of properties require repair and improvement. The problem of traffic is dealt with in Chapters 3 and 5.

4.58 To improve the accessibility and environment of the central area, new roads must be constructed involving the demolition of houses. Pressure for other developments such as shops and offices and education and other public buildings also reduces the housing stock in the central area. There are also relatively few areas in the centre for the construction of new houses. It is possible that areas of poor housing could be cleared and redeveloped at high density, together with the

few vacant sites, but this would probably mean the construction of high blocks of flats that would be unacceptable on both physical and social grounds.

(b) Policies

4.59 It is important that as much housing accommodation as possible should be retained or provided in the central area, as this is a convenient location to many people, especially in a town such as Brighton. Houses should be demolished only for new road works and car parks or other essential development or where the property is unfit or is in an area that has already been partially cleared and where greater gain can be realised through redevelopment.

4.60 Improvement of existing property has many advantages, particularly with the grant provisions of the Housing Act 1969. Compared with clearance and redevelopment, less time, money, labour and materials resources are required and the architectural and historic qualities of Brighton can be maintained. There is also less disruption to established social relationships when people can continue to live in the area.

4.61 The supporting policies for the improvement of housing areas are covered in some detail in Chapters 3 and 5, in relation to the removal of extraneous traffic from residential areas, and conservation, including improvements of the external environment as well as of individual properties.

4.62 Where it is necessary to demolish houses for new roads every effort should be made to provide new houses within the same area so that persons can be given an option to remain in the area or remove to another part of Brighton. Local area policies should be related to the improvement and integration of residential areas as the quality, convenience and sense of community thus developed will have a large bearing upon their future viability. It is important, therefore, that planning applications for development of housing land for other purposes should be very carefully considered.

4.63 Although improvement policies may be criticised on the grounds that the space within the house is not increased to any extent, it is suggested that this will be compensated by the fact that there is a trend towards a general decrease in the average size of households, and that people will place greater importance on the quality of the external environment, and the convenience of living in central Brighton.

(c) Proposals

4.64 The housing proposals are related, therefore, to the need for demolition for roadworks and redevelopment, and to the sites available and suitable for new housing.

4.65 The principal demolitions for new road works are in the Old Shoreham Road, Rose Hill Terrace, Viaduct Road, Preston Circus, Kemp Street, Foundry Street and Tichborne Street areas, the total amounting to about 520 dwellings. In addition houses will need to be demolished in the King Street, Steine Gardens and Jubilee Street areas to enable essential redevelopment to take place; the total amounting to about 112 dwellings.

4.66 New public housing is proposed adjacent to St. Bartholomew's Church; on Terminus Road; as suitably designed barrier development to the new road works at Preston Circus; and in the Cheltenham Place area, amounting in total to about 275 dwellings.

4.67 It is also suggested that Dreadnought Garage, Black Lion Street, George Street, Manchester Street and Aquarium Garage frontage could accommodate new private housing, possibly comprising 145 dwellings.

4.68 The areas where houses are removed and new dwellings are proposed are listed in Table 4.3.

TABLE 4.3 Houses demolished and proposed

	Proposed	Demolished
Terminus Road	80	30
Old Shoreham Road		96
Argyl Road, Campbell Road, New England Road	50	131
Viaduct Road, Rose Hill Terrace		81
Ditchling Road, Kingsbury Street, Rose Hill Terrace		54
York Hill, Ann Street, Cheapside	110	
Redcross Street		8
Kemp Street, Foundry Street, Queen's Gardens, Tichborne Street		130
Windsor Street, King Street, Bond Street		59
Gloucester Street, Vine Street, Blenheim Place	35	
Jubilee Street		21
Dreadnought Garage	60	
Black Lion Street	15	
Steine Gardens		32
George Street	20	
Aquarium Garage	25	
Manchester Street	25	
Totals	420	632

Education and places of worship

(a) Proposals

4.69 The proposed schools and further education buildings are required to meet future demand and also replace substandard buildings, as follows:

(i) Middle Street — a new first school to replace the existing substandard school on the same site.

(ii) St. Bartholomews — a new first and middle school to replace the existing substandard school.

(iii) Carlton Hill — additional classrooms to the existing first school.

(iv) Site bounded by Whitecross Street, Cheapside, the rear of York Place and Trafalgar Street — Technical College Departments of Engineering, Science and Business Studies.

(v) St. John's Primary School — to be extended.

4.70 Both of the new schools are sited in environmental areas protected from traffic, the St. Bartholomew's school forming an integral part of the proposed housing development.

4.71 The Further Education development will result in all the Technical College accommodation being consolidated on one site. Pelham Street can be developed as a pedestrian route linking the present Technical College Buildings.

4.72 A proposal has been put forward for a new building for the Brighton Free Church in Queen's Square, but the existing building has some architectural qualities and a most imposing and impressive siting. It is suggested that extension and renovation of the existing church could be a more suitable solution.

4.73 St. Luke's Church and Vicarage in Old Shoreham Road will be demolished for the new east/west road. It is recommended that all the other existing churches should remain and be preserved as an essential part of the physical identity of central Brighton. If a church is not required, its potential use for other purposes, including a community, youth or playgroup centre, should be given the fullest consideration.

5. ENVIRONMENTAL PLANNING

Introduction

5.1 The various transportation and land use proposals made earlier in the report are considered in this chapter in environmental terms, in sections on road environment; traffic free area; development; general improvement areas; conservation areas; and urban character. The section on road environment deals with the problems of introducing new roads into the existing urban fabric together with the remedial actions that can be taken to reduce environmental damage. Traffic free areas, made possible by the removal of through traffic on to other roads, include open spaces and pedestrian streets; reference is made to the problems of servicing and implementation. Development and general improvement areas are related to those districts of Brighton which are involved in renewal, rehabilitation and new development; the contexts are discussed and policies and proposals put forward. Conservation areas are those that have inherent qualities worthy of preservation and conservation. Urban character relates to the detailed nature of spaces and forms in the context of conservation and improvement.

Road environment

(a) Introduction

5.2 In paras. 3.66/67/68/72, proposals were put forward for new road works in the centre of Brighton; the east/west link from The Level to Old Shoreham Road; the new junction to replace Preston Circus; and the spine road from the new junction to Church Street. These proposals were recommended after consideration of a number of alternatives for each section of the new road works (Fig.51). For this purpose the various schemes were compared in traffic and financial terms and the amount of property to be demolished, and evaluated in relation to the impact of the roads on the local environment and to possible remedial measures. In Chapter 3 it was shown that these new road proposals are part of a system of main traffic routes which will make possible the removal of through traffic from other roads, particularly in the shopping and residential areas, thus improving the general environment in the town centre.

5.3 Traffic flows and speeds in 1981 were forecast for these lengths of road including the proportions of heavy vehicles likely to use them.

5.4 Construction costs were estimated at current values, together with the costs of acquisition of land and buildings, including compensation for disturbance. The amount of land to be acquired for the construction of the roads was related to the statutory provisions of the Highways Act, 1959, which states in effect that for new highway schemes land may only be acquired which is expressly needed for highway construction. It may well be that future legislation will deal with environmental damage caused by traffic by providing for the acquisition and demolition of property, for compensation or for remedial measures, including double glazing, on land or property outside the present confines of the road land take. In the meantime, it is only possible to consider the problem under existing legislation and to indicate what further measures should be taken to meet certain environmental standards. Where property is affected by noise and the visual intrusion of new roads the necessary remedial works should be carried out when the roads are constructed, within the powers available in current legislation.

5.5 The principal environmental factors to be considered are noise, visual intrusion and severance. Air pollution and vibration also arise from heavy traffic flows but present indications are that they do not have such a serious impact as the other factors.

5.6 Scientific study of traffic noise and its effect is still at a relatively unrefined stage of development and although there are generally accepted units of measurement, and methods of prediction in simple cases there is far less definition of accepted standards related to noise levels.

5.7 The calculations in this study have been based on predictions of noise levels measured in decibels on the 'A' weighted scale (dB(A)); this is the scale most closely related to human perception of noise (an increase of 10 dB(A) is roughly comparable to a doubling of perceived loudness). The noise levels referred to are L_{10}; that is, the level which is exceeded for 10% of the time, a measure which shows close correlation with annoyance. The standard adopted to compare the alternative road schemes in Brighton is an L_{10} of 70 dB(A) outside first floor windows between 06.00 and 24.00 hours. This standard, which is recommended by the Noise Advisory Council is not especially stringent and is only used for comparison; lower levels should be achieved if possible. For purposes of calculation of noise levels the formulae developed by the Building Research Establishment have been adapted to facilitate their rapid use in urban motorway situations. Their accuracy in absolute values is estimated to be within 2 or 3 dB(A) and when predicted noise levels are used as a basis for comparison of alternative schemes the relative accuracy will be higher.

5.8 The distance from the road at which the level of 70 dB(A) will occur depends upon the traffic volume and speed, proportion of heavy vehicles and the gradient of the road. Fairly detailed information on traffic volumes was available, from the traffic assignments for 1981 for the whole central area (Fig.7). Speeds were estimated for each section depending on the type of road, roundabout, through lanes, slip roads, etc., and the proportion of heavy vehicles was estimated to be 5% – 10% on the spine road, mainly buses and service vehicles, and 20% on other roads. Gradients were calculated for each road proposal.

5.9 The diagrams of each scheme show the position of the 70 dB(A) contour at a height of 15 ft. above ground level; noise levels below 15 ft. will be slightly lower. Any houses between the contour and the road were counted as being exposed to noise greater that the standard and would require measures of some kind to combat the noise. In extreme cases this could warrant demolition, but usually the construction of a barrier wall and/or insulation of the affected building would be adequate. In a few situations, buildings within the contour would be shielded from the road by another terrace of houses. These second row houses were given a separate classification, in that they would be exposed to noise above the standard adopted only if the shield houses were removed; but if noise barriers or insulation were provided, the first row of houses would not require to be demolished for reasons of noise.

5.10 The visual intrusion of a motorway introduced into an urban situation can be measured in terms of the proportion of the field of vision taken up by the road and related works, banks, barriers, light standards, signs, etc. In many situations, however, the most important visual aspect of the construction of a new road is the change of view that takes place in terms of the demolition of buildings and the opening up of views of other property, such as the backs of houses. But the difficulty with these measurements is that they must be related to a subjective judgement of whether what is seen constitutes an undesirable intrusion. The appraisal of the Brighton road schemes has been related to a presentation of how they will intrude into certain fields of vision, by superimposing the drawing of the road upon a photograph. The proportion of the field of view changed or taken up by the road has not been calculated, since measurements of this kind are not helpful when there are no yardsticks to which they relate. The photographs cover a 90^{o} horizontal field of view, 25^{o} above and below the horizontal plane and form part of a cylindrical projection. Comments have been made on how the presence of the road will affect views in the areas surrounding the roads, and alternative designs for components of the road system on this basis have been compared.

5.11 Methods of measuring severance, due to the introduction of main roads, can be based on calculations of increased travelling distance and time for pedestrians and motorists related to detailed origin and destination surveys covering the existing routes crossing the line of the new road. Such measurements disregard certain factors, however, such as the changes in travel patterns resulting from severance, the psychological impact of the barrier caused by the road and

the heavy traffic flows, and the loss of neighbours and friends whose houses have been demolished.

5.12 Adequate detailed information of pedestrian movement in Brighton is not available so the assessment of severence has involved a subjective estimate of the strength of the cohesion of an area at present, and how the introduction of a barrier will affect movement and create new areas of cohesion. Where appropriate indications are given of how a connection across the road in the form of an underpass or footbridge could reduce severance.

5.13 The final decision on which of the alternative schemes for a road or interchange is to be selected must depend on a balance of considerations arising from the evaluation process. The improvement of one environmental factor can be detrimental to another. If a road is elevated to reduce severance, visual intrusion and construction cost will increase and if a barrier is then added to the road to reduce noise, visual intrusion and the shadow cast by the road will increase. A visually acceptable noise barrier such as a planted earth bank will take up considerably more space than a solid wall and will usually be more costly, unless surplus soil is available in the area. It is necessary, therefore, to consider the factors in the form of a balance sheet so as to arrive at the optimum solution having regard to all the circumstances.

5.14 The new roads in the plan can be divided into five sections for the purposes of the appraisal; Preston Circus interchange; the east/west road between Old Shoreham Road and the interchange; the east/west road between The Level and the interchange; and the northern and southern sections of the spine road. For each section a number of alternative proposals were evaluated. It is not possible, of course, to combine all the alternatives for all the sections because of the need to ensure adequate horizontal and vertical alignments throughout the whole road system. Problems also arise in situations such as that at the intersection of the east/west route with Ditchling Road and The Level, where future road proposals are likely to result in abortive works in the period to 1981. It is important, therefore, that a high cost solution, involving extensive land take should be avoided if possible.

5.15 The alternative proposals for the five sections of new roads are as follows (Fig.11):

(i) Preston Circus Interchange
- (a) compact roundabout with flyover
- (b) elongated roundabout with flyover
- (c) roundabout aligned on Preston Road with flyover
- (d) one way road system without flyover.

(ii) Road between Old Shoreham Road and the interchange
- (a) through lanes crossing under railway
- (b) through lanes crossing over railway on viaduct
- (c) no through lanes or viaduct.

(iii) Road between The Level and the interchange
- (a) signal controlled junction
- (b) medium capacity junction
- (c) high capacity junction.

(iv) Northern section of spine road
- (a) carriageways separated
- (b) carriageways together.

(v) Southern section of spine road
- (a) road at grade
- (b) road elevated
- (c) road elevated, alternative alignment.

(b) Evaluation of alternative schemes

(i) Preston Circus interchange

5.16 Four alternative proposals for this interchange range from the most compact roundabout with adequate traffic capacity, to a large one way system of roads. In all of the schemes the major construction problems arise with the connections to the west, the slip roads to and from New England Road and the east/west road which is to pass over the interchange. The slip roads must pass under the railway with a widened bridge but there are three alternatives for the through route, either passing over the electrical inspection shed and the railway viaduct or passing under the railway, involving a new bridge, or sharing the widened bridge with the slip roads (Fig.16). The land take and noise implications vary only marginally between the three alternatives so that the choice must rest on construction feasibility and visual intrusion. Schemes (ia) and (ib) (Figs. 12 and 13) have the through lanes passing beneath the railway, although a viaduct above the railway could be provided; and scheme (ic) (Fig.14) shows them passing over the interchange and the railway. Scheme (id) (Fig 15) has no provision for a widened bridge or viaduct but uses the existing railway bridge.

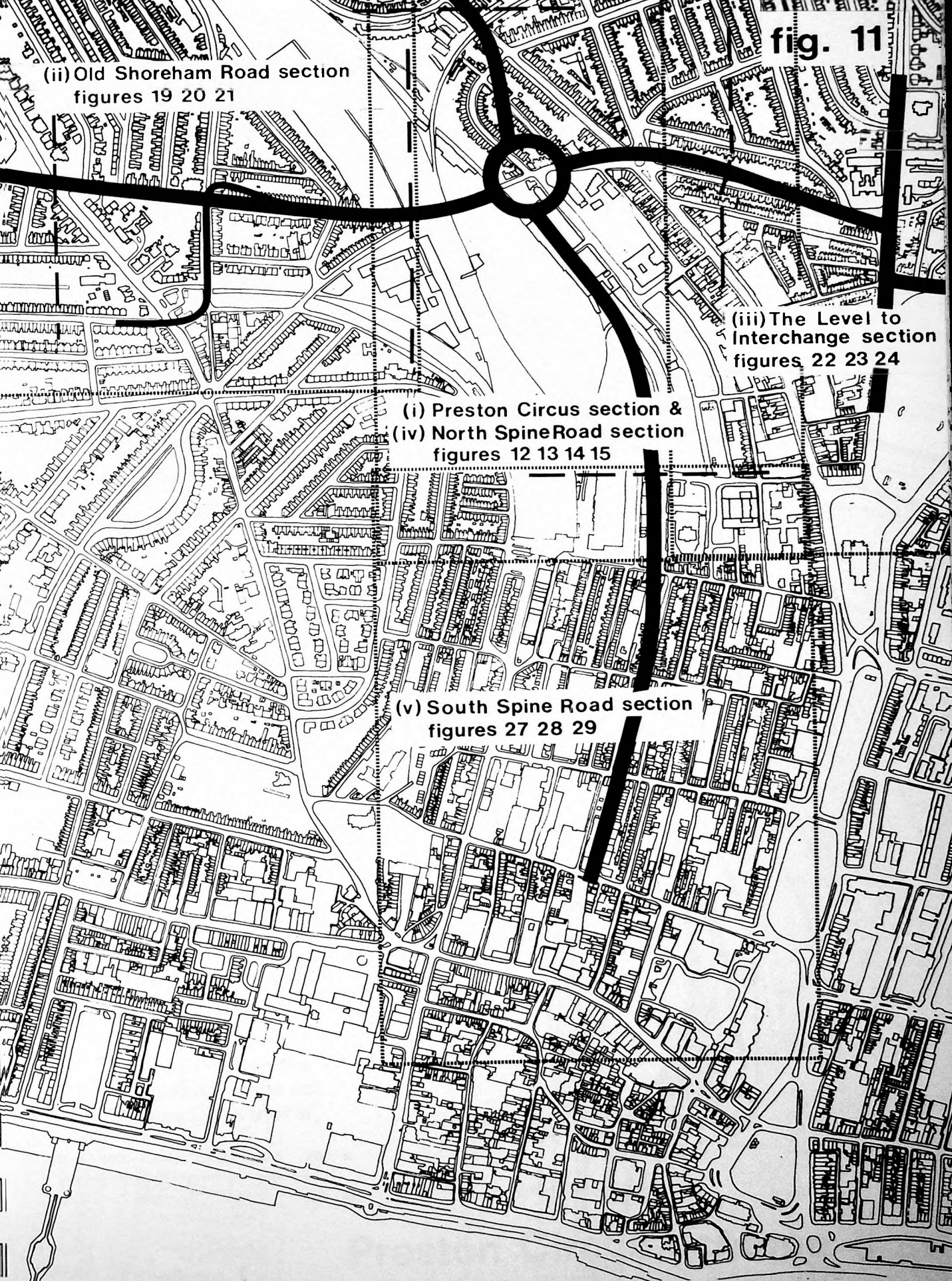
5.17 Table 5.1 contains a comparison of the four alternatives for the Preston Circus interchange in terms of properties affected, although a direct comparison in the case of scheme (id) is not strictly correct for a number of reasons. It has no through lanes and adapting it would require additional land take between Stanley Road and Viaduct Road. Houses remain in the centre of the roundabout requiring access from the inside of the weaving sections onto Preston Road and Campbell Road. It is doubtful whether this access would be possible, particularly when the required capacity of the roundabout is higher than for the other alternatives because of the lack of through lanes. The land take for scheme (id) is spread over a larger area than that of the other schemes, so that the total impact of demolition may be higher than suggested by the figures in Table 5.1.

TABLE 5.1

Alternative	Properties acquired For Construction	Properties acquired Because of access	Houses affected by noise 70dB(A)
(ia) Fig.12	138	12	53
(ib) Fig.13	144	30	35
(ic) Fig.14	148	29	71
(id) Fig.15	137	19	84

5.18 Severance in the area of Preston Circus is highest in the case of scheme (id) where all roads are at grade. It is least in the case of scheme (ia) where the junction is most compact and the east/west road flyover is clear of these roads.

5.19 Visual intrusion is not a problem of local importance but involves more distance views. This is because much of the housing in the immediate vicinity will require to be demolished in all cases, and any new development in the area could be designed to minimise visual intrusion and would also not be predominantly residential. The views from the area to the north of the roundabout complex are shown in Fig.17 for schemes (ia) and (ic). It is clear that a high flyover as in scheme (ic) is extremely intrusive from this viewpoint, and could be seen from many locations in Brighton; it would tend to rival the existing railway viaduct for height. Scheme (id) with no flyover as shown in Fig.18 is obviously more desirable in terms of visual intrusion although not in other ways. The lower flyover as in scheme (ia) is still fairly intrusive but makes less impact on its surroundings.



Diagrammatic key to road proposals

fig. 12
viewpoint 1
viewpoint 2
Cross Street section
70 dB(A) noise contour
properties acquired for road construction
properties acquired because of access
houses within the 70 dB(A) range not included in 'a' or 'b'
0 100 200 300 400 500 ft
0 50 100 150 m
Preston Circus scheme (i a)
North Spine Road scheme (iv a)

fig. 13
70 dB(A) noise contour
properties acquired for road construction
properties acquired because of access
houses within the 70 dB(A) range not included in 'a' or 'b'
0 100 200 300 400 500 ft
0 50 100 150 m
Preston Circus scheme (iv b)
North Spine Road scheme (iv a)

fig. 14

Preston Circus scheme (i c)
North Spine Road scheme (iv a)

fig. 15

viewpoint 1

viewpoint 2

Cross Street section

York Hill section

Church Street section

70 dB(A) noise contour

properties acquired for road construction

properties acquired because of access

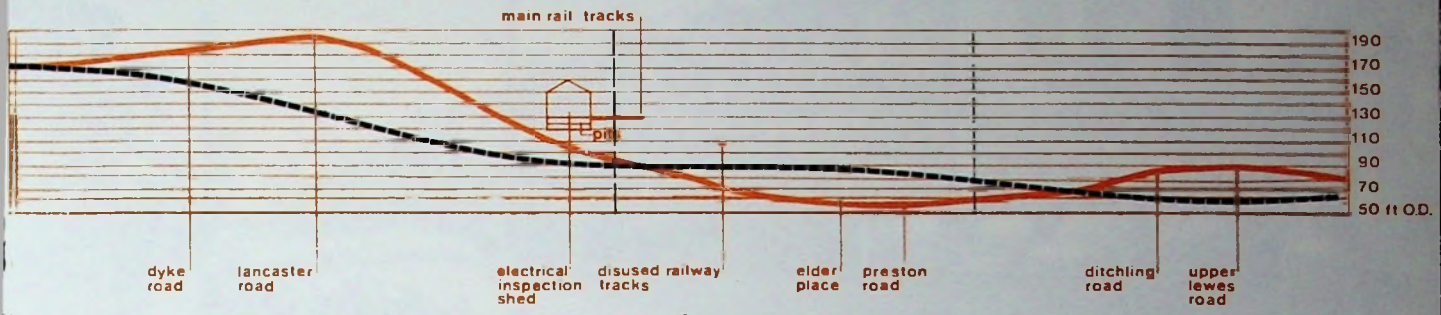
houses within the 70 dB(A) range not included in 'a' or 'b'

0 100 200 300 400 500 ft

0 50 100 150 m

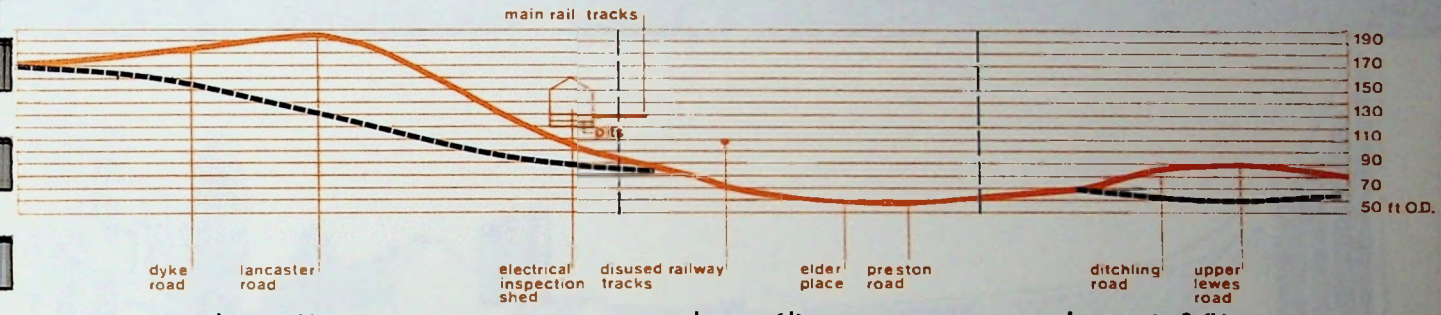
Preston Circus scheme (i d)
North Spine Road scheme (iv b)

fig. 16



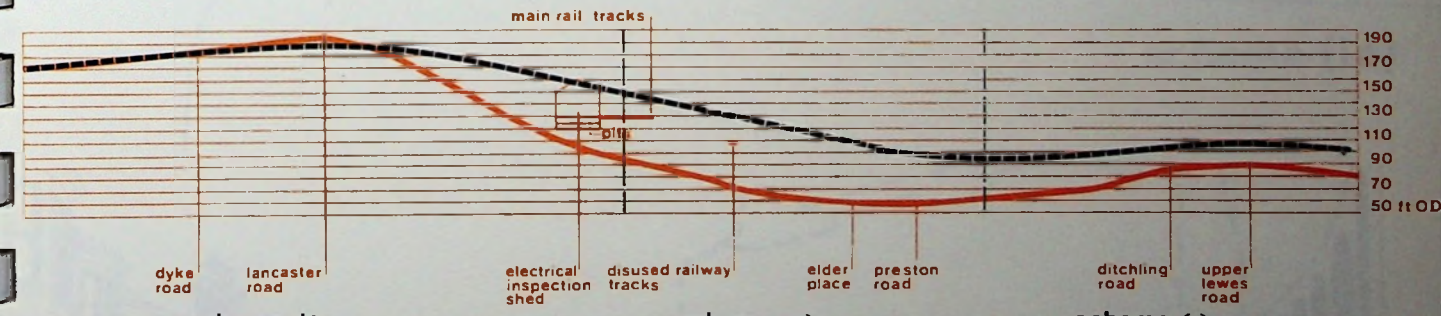
scheme (a) scheme (a)&(b) scheme (a)&(b)

preferred combination of schemes



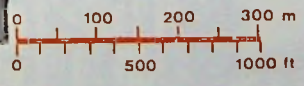
scheme (c) scheme (d) scheme (a)&(b)

no flyover scheme



scheme (b) scheme (c) scheme (c)

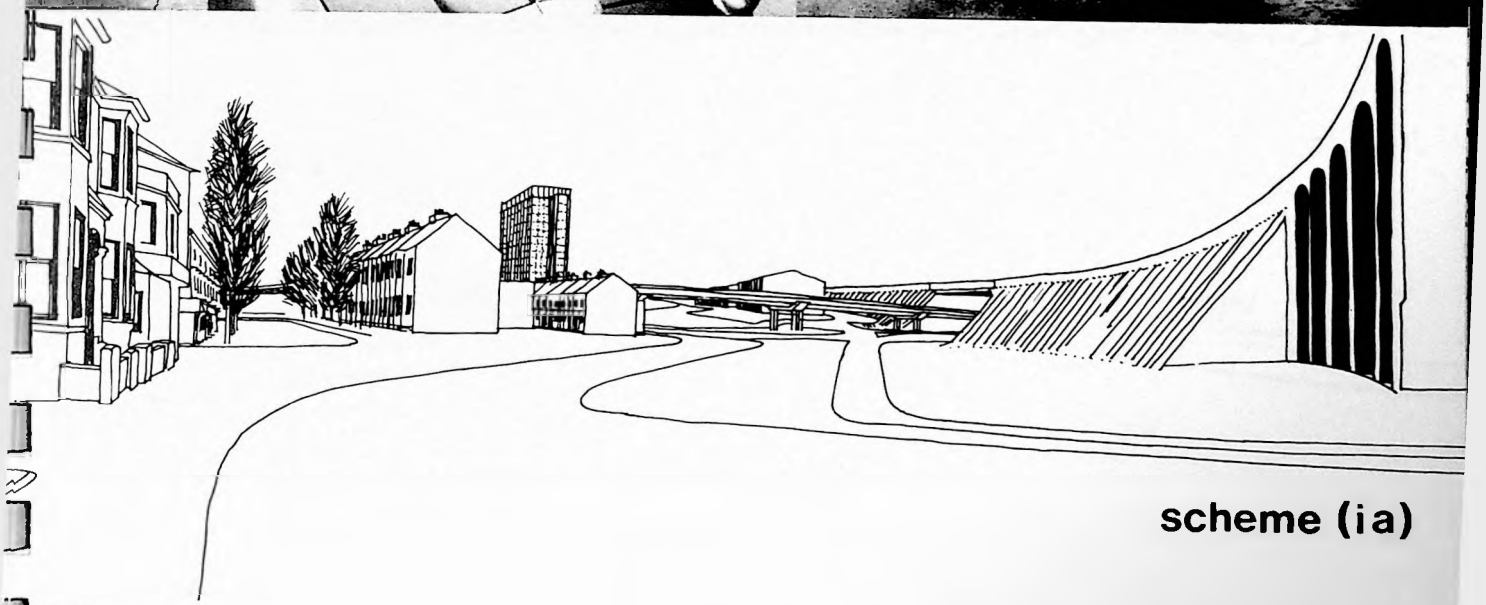
road over railway scheme



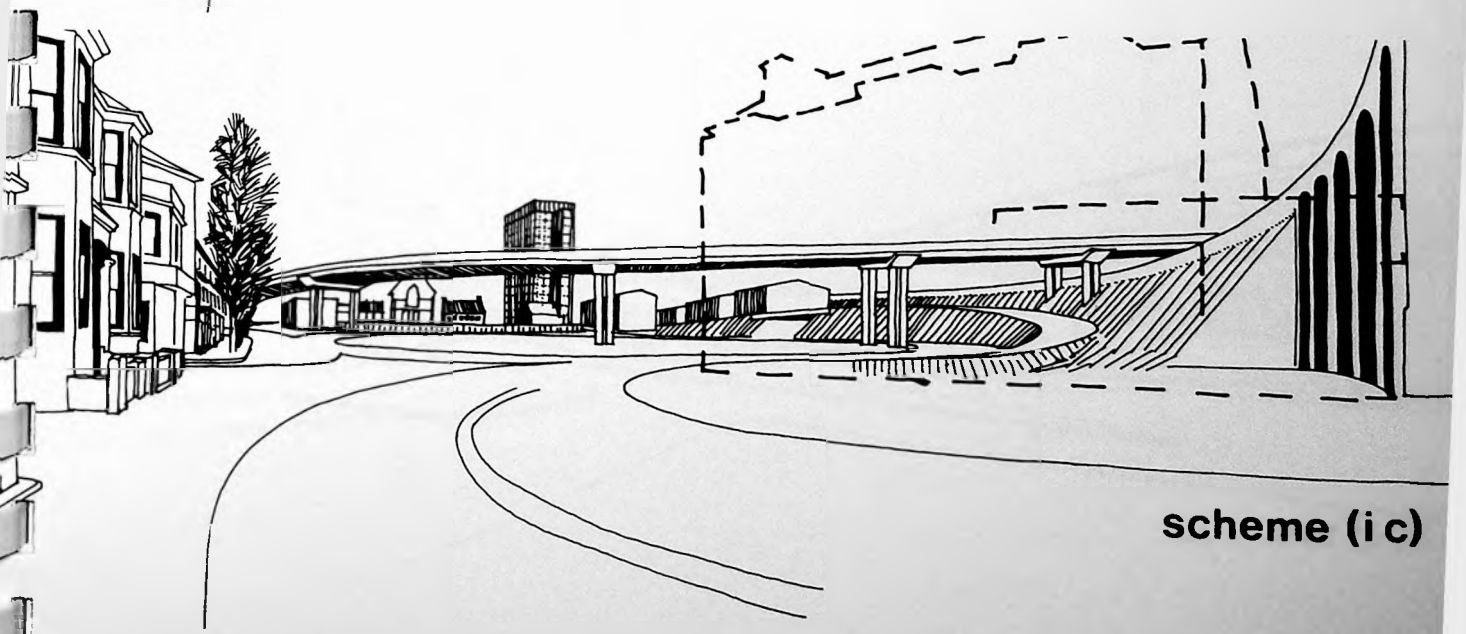
Old Shoreham road to interchange | Preston Circus interchange | the Level to interchange

East - west link alternative profiles

fig 17



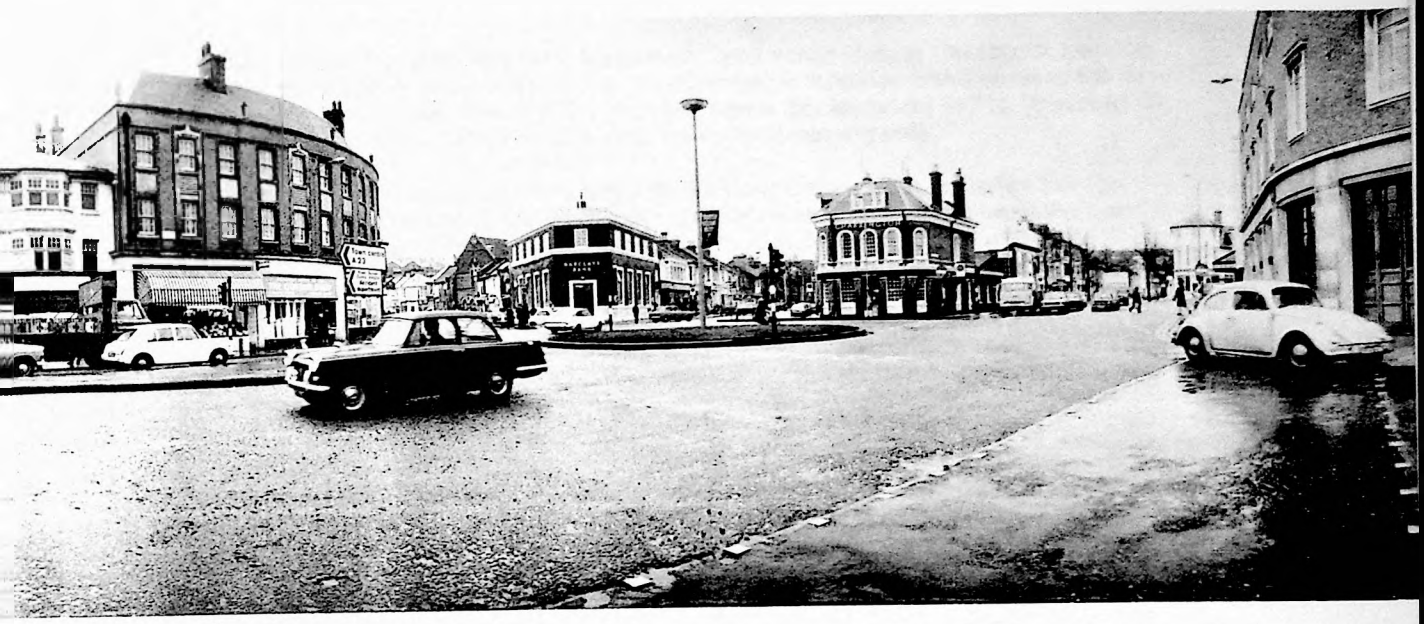
scheme (ia)

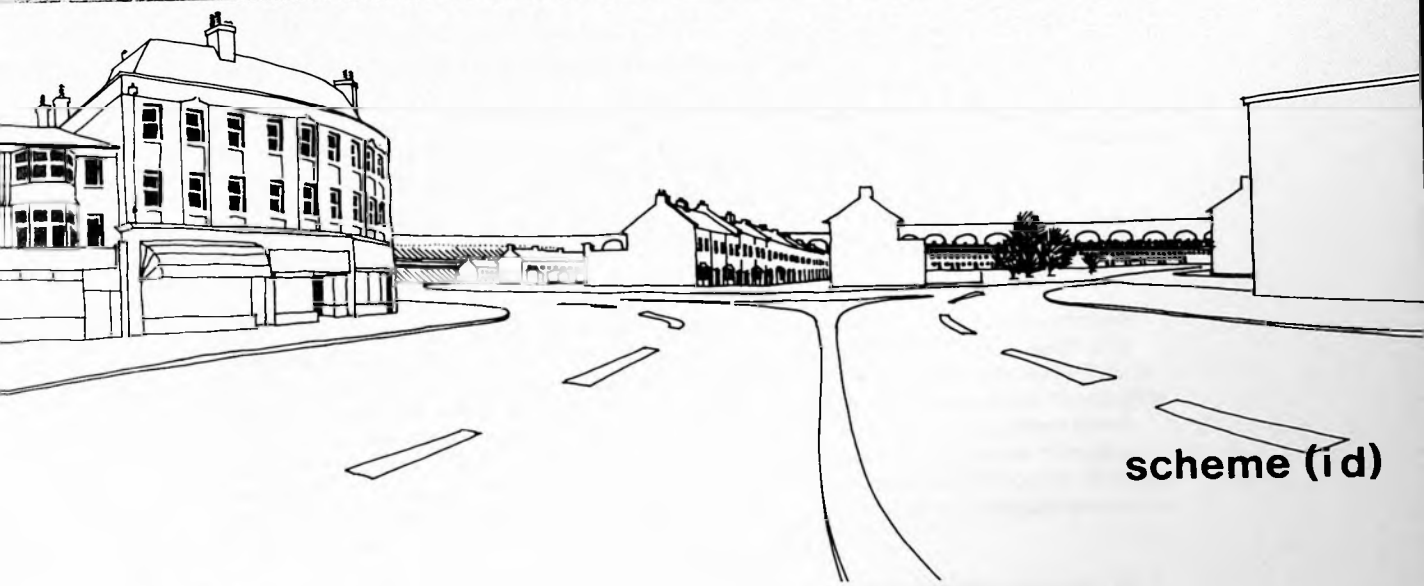


scheme (ic)

Preston Circus panoramic view 1

fig 18





scheme (id)

scheme (ic)

Preston Circus panoramic view 2

5.20 From probably the most frequently used viewpoint, at the top of London Road, the relative visual intrusion of the alternative schemes is the same as for views from the north. The high flyover in scheme (ic) as shown in Fig.18 would form a strong visual barrier to the view from the shopping area.

5.21 It is difficult to separate costs of the interchange from costs for the flyover proposals. Table 5.2 includes costs for the various west link alternatives, so that costs of total schemes for this area can be compared.

TABLE 5.2

Scheme	Construction cost		Acquisition cost		Total cost
	Roundabout	Flyover	Roundabout	Flyover	
	£m	£m	£m	£m	£m
(ia) Fig. 12	0.4	3.5	1.5	0.4	5.8
(ib) Fig. 13	0.4	3.5	1.6	0.4	5.9
(ic) Fig. 14	0.4	4.5	1.3	0.4	6.6
(id) Fig. 15	0.4	2.0[1]	1.1	0.3	3.8

Note (1) Cost of slip road and new bridge to railway.

5.22 In constructional terms, it is understood that there are problems in connection with the construction of a bridge to enable the road to pass under the railway as in schemes (ia) and (ib). British Rail consider a new bridge would be difficult to construct without creating a severe interruption to rail services. It would possibly be necessary to make alterations to the tracks and a speed restriction on trains would be needed for the period of works. A further consideration is that the road might have to be closed to traffic whilst works are in progress.

5.23 Because the visual intrusion problem is very serious and constructional costs are greater than in the other schemes, in the case of scheme (ic) with the high flyover, it is felt that this alternative should not be adopted. Scheme (id) is likely to cause the most severance and might not be able to cope with the traffic flow due to the absence of the flyover. This is, therefore, similarly discounted. Schemes (ia) and (ib) are comparable in terms of severance and visual intrusion and differ in terms of noise, land take and construction/acquisition costs. Scheme (ia) results in less demolition of property than scheme (ib) and is suggested as the preferred alternative.

5.24 This scheme will involve remedial works to protect the environment of the adjacent areas. Although the space within the roundabout might be used for appropriate building uses, it is considered that it would be preferable to grade the ground to suitable levels and grass and plant the area with trees, except under the flyover where some hard paving will be required. Landscaped areas, with earth mounds where possible to form noise barriers, should be provided around the interchange, together with barrier walls to shield the backs of the remaining properties in Preston Road. The elevated length of road should have solid balustrates to give noise protection. Sound insulation should be provided to a few houses which are not protected by the remedial works. When detailed designs are prepared for the new roads it may be considered advisable to remove a small number of additional houses where access or noise conditions are unsatisfactory.

(ii) Road between Old Shoreham Road and the interchange

5.25 To enable an east/west route with an acceptable gradient to be built to connect to the new interchange at Preston Circus, the newly improved Old Shoreham Road, west of Dyke Road, which has a gradient of 1 in 10 and the street network west of the railway, the road will have to be sunk in a deep cutting on the line of Old Shoreham Road. The problem of how the slip roads from

Preston Circus roundabout and the through road over the roundabout cross the line of the railway built at this point on a high embankment have been discussed in para. 5.16.

5.26 Scheme (iia) (Fig.19) for the new road requires Old Shoreham Road to run in a deep cutting so that access from Prestonville Road onto the new road system, carrying traffic east from Seven Dials, must be made by way of a bridge, 10 ft. below ground level, on the line of Prestonville Road. This means that 5 houses and a shop on Prestonville Road, not required for the construction of the road system, will be without access and will need to be demolished. Visual intrusion of the new road in cutting is obviously at a minimum, as is the problem of noise to surrounding properties and the area as a whole.

5.27 Scheme (iib)(Fig. 20) allows for a flyover to be built to take traffic over the railway lines and inspection shed and in this case the Prestonville Road connection must pass beneath the east/west route; the cutting on Prestonville Road in this case extends back as far as York Villas and removes access from 15 houses and a shop. This scheme is considerably more intrusive in visual terms than the alternative schemes, and would also create a more widespread noise contour. Severance, although comparable in physical terms to scheme (iia) could be greater in psychological terms as a result of the elevated road.

5.28 Scheme (iic) (Fig.21) involves a modification to the railway bridge and Old Shoreham Road to connect with the Preston Circus scheme (id). No provision is made for through lanes or flyover, and with Old Shoreham Road in cutting because of the gradient, Prestonville Road must connect with it by a bridge, as in scheme (iia).

5.29 Table 5.3 shows a comparison of the three schemes on the basis of land take, access and houses affected by noise. All the schemes involve the demolition of St. Luke's Church and Vicarage. The costs of the four alternatives are compared in Table 5.4. Some of these costs are interpolated from more inclusive costs, but represent an accurate basis for comparison.

TABLE 5.3

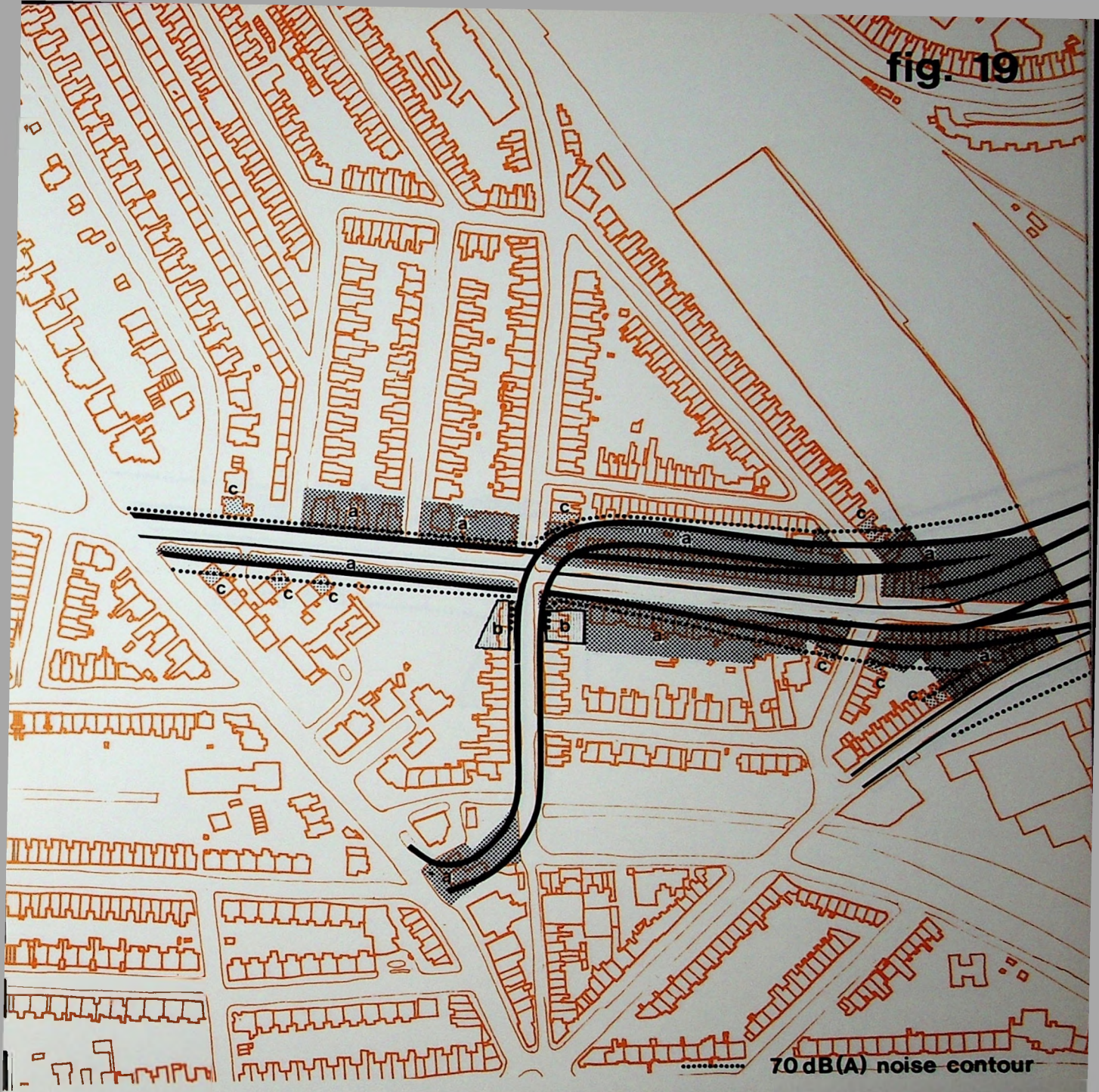
Scheme	Preston Circus alternative	Number of properties acquired For construction	Number of properties acquired because of access	Number of houses affected by noise 70 dB(A)
(iia) Fig.19	(ia) & (ib)	90	6	6
(iib) Fig.20	(ic)	83	16	10
(iic) Fig.21	(id)	81	6	6

TABLE 5.4

Scheme	Construction cost £m	Acquisition cost £m	Total cost £m
(iia) Fig.19	3.5	0.4	3.9
(iib) Fig.20	4.5	0.4	4.9
(iic) Fig.21	not available	0.3	–

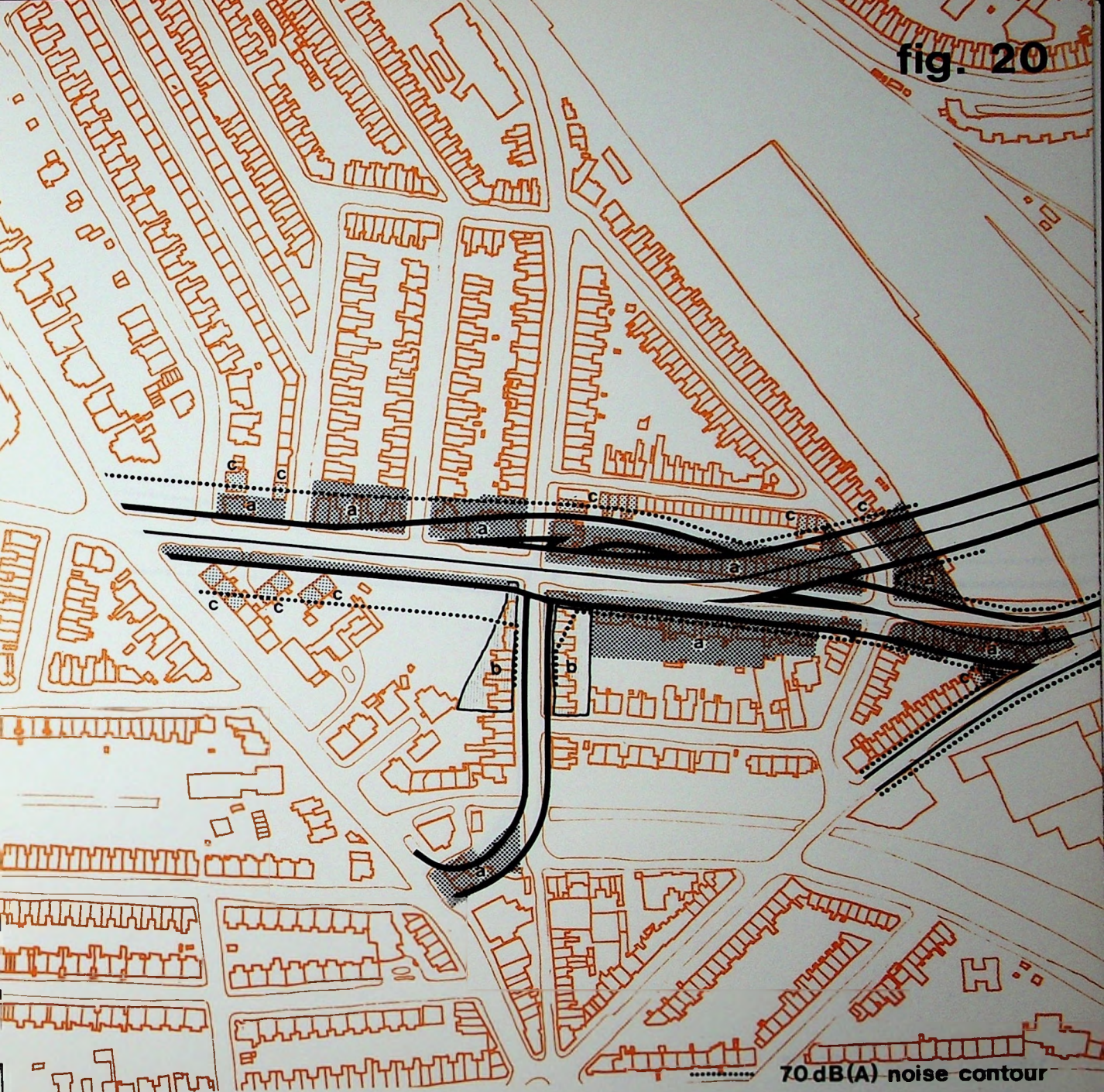
5.30 Scheme (iib) is less satisfactory in terms of total cost and noise and has serious problems of visual intrusion; Scheme (iic) could only be adopted if the one way street solution to Preston Circus (Scheme (id)) were used. Scheme (iia) is recommended as the preferred scheme, although British Rail have made objections; It is hoped that these can be overcome.

fig. 19



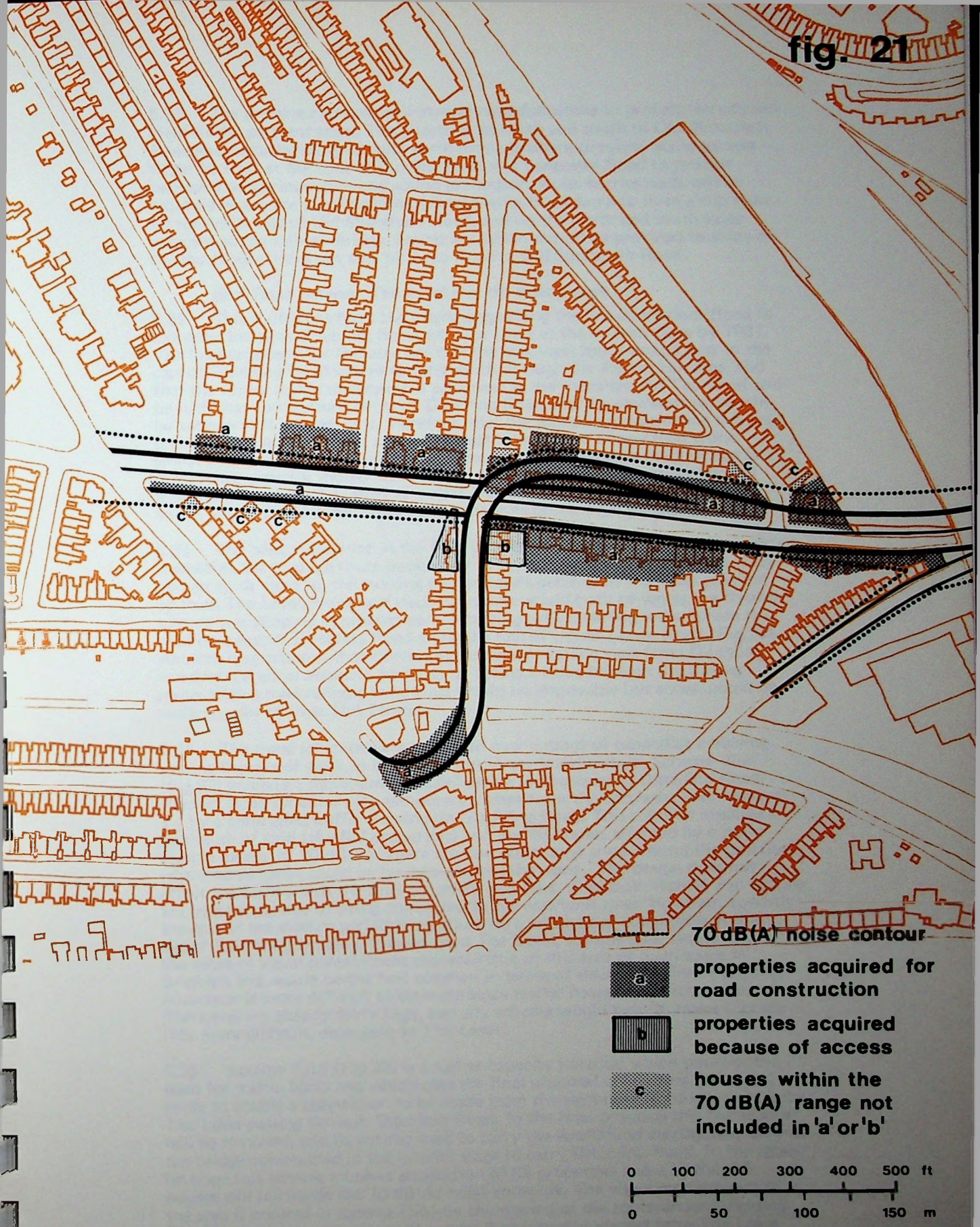
Old Shoreham Road scheme (ii a)

fig. 20



Old Shoreham Road scheme (ii b)

fig. 21



Old Shoreham Road scheme (ii c)

5.31 The preferred scheme will involve remedial works to protect the environment of the adjacent areas. The cleared sites north and south of Old Shoreham Road should be landscaped, with earth mounds where possible. Some garages might be built at the ends of Buxton Road and Lancaster Road to provide necessary accommodation and sound protection. Noise barrier walls will be required where the continuation of Prestonville Road turns to form a slip road on the north side of Old Shoreham Road, and on the north and south sides adjacent to the railway bridge. Sound insulation should be provided to some of the dwellings on the east side of Dyke Road at Old Shoreham Road.

(iii) Road between The Level and the interchange

5.32 This route runs from the interchange along the line of Viaduct Road to a connection with Ditchling Road and The Level at the interim stage by 1981. The final proposals for this area are that the east/west route should pass to the east of Ditchling Road before turning south through the Albion Hill area, and that the future traffic management schemes for the roads around The Level will be such that connections between Ditchling Road and the east/west route will be necessary. It is important, therefore, that the junction proposed for this area is considered as temporary, and is designed to make use of any road works which will eventually be required for through routes. Because the junction is short term, capacity should not be the primary design consideration, though it must be capable of removing traffic from The Level without causing undue delays to the extent that other junctions become congested.

5.33 The basic difference in the final proposals, and hence the interim junction, is whether the through route passes over or under Ditchling Road, which must remain at, or close to, the existing ground levels because of the steep gradient up from The Level. Noise and visual intrusion would both be worse if a flyover scheme was adopted in preference to a cutting with retaining walls, where the road runs east of Ditchling Road along the line of Upper Lewes Road (Fig.25). Another distinction is that an elevated roadway running west from Ditchling Road would allow access to be made to Viaduct Road beneath the through route. With a road running in cut this would be impossible but access could be made by way of Rose Hill Terrace.

5.34 The three schemes were evaluated over a range of capacities involving varying degrees of work to be carried out in the interim stage. Scheme (iiia) (Fig.22) involves a minimum of modification to the existing Ditchling Road/ Viaduct Road junction with temporary ramps from the east/west link connecting by a controlled traffic crossing on Ditchling Road. This solution involves a minimum of land take (87 properties) and has 96 houses affected by a noise level in excess of 70 dB(A). There are also quite large areas around the junction where earth banks could be built to contain the noise. The design does not affect the form which the final proposals will take, since both flyover and cutting are equally capable of being connected to the east/west road. However, towards the end of the interim period there could be a problem of congestion at the signal controlled crossing. Viewed from The Level, scheme (iiia) would retain the sense of visual containment characteristic of this area of open space in Brighton and would be the best solution in terms of visual intrusion (Fig.26b). Severance is more difficult to estimate since traffic flows on the roads around The Level are already fairly high, and any scheme would tend to make accessibility more difficult, especially to The Level.

5.35 Scheme (iiib) (Fig.23) is a higher capacity junction which removes the need for traffic lights and which uses the final proposal of cutting the cross route to enable a connection to be made from the eastbound through route onto The Level passing beneath Ditchling Road. In the final proposal this connection will be removed, and its cutting used to carry the westbound carriageway beneath the bridge constructed in the interim stage to carry Ditchling Road. In the interim stage this scheme involves acquisition of 88 properties and a further 95 houses will fall inside the 70 dB(A) noise contours. The visual containment of the area is ensured in scheme (iiib) by the placing of the route under Ditchling Road in a cutting, which would render it unintrusive viewed from The Level.

5.36 Scheme (iiic)(Fig.24) is the highest capacity junction, involving a high construction cost in the initial stage, which could only be justified if the junction is to remain in the final phase to connect The Level with Viaduct Road beneath an elevated east/west through route. The scheme would involve the acquisition of 91 properties including a number of houses now fronting onto The Level. 101 houses will be exposed to noise levels above 70 dB(A). The more extensive nature of the constructional works for scheme (iiic) involving an elevated road and complex junction would have severe repercussions on the visual environment of The Level, as indicated in Fig.25. Not only would the important sense of containment be reduced by the removal of frontage buildings, but the visual intrusion of the elevated section of road would be considerable as viewed from The Level. In addition severance is likely to be more pronounced than in the other alternative schemes.

5.37 The costs of the three alternatives for the Ditchling Road interchange are compared in Table 5.5.

TABLE 5.5

Scheme	Construction cost £m	Acquisition cost £m	Total cost £m
(iiia) Fig.22	0.8	0.3	1.1
(iiib) Fig.23	1.0	0.3	1.3
(iiic) Fig.24	2.0	0.6	2.6

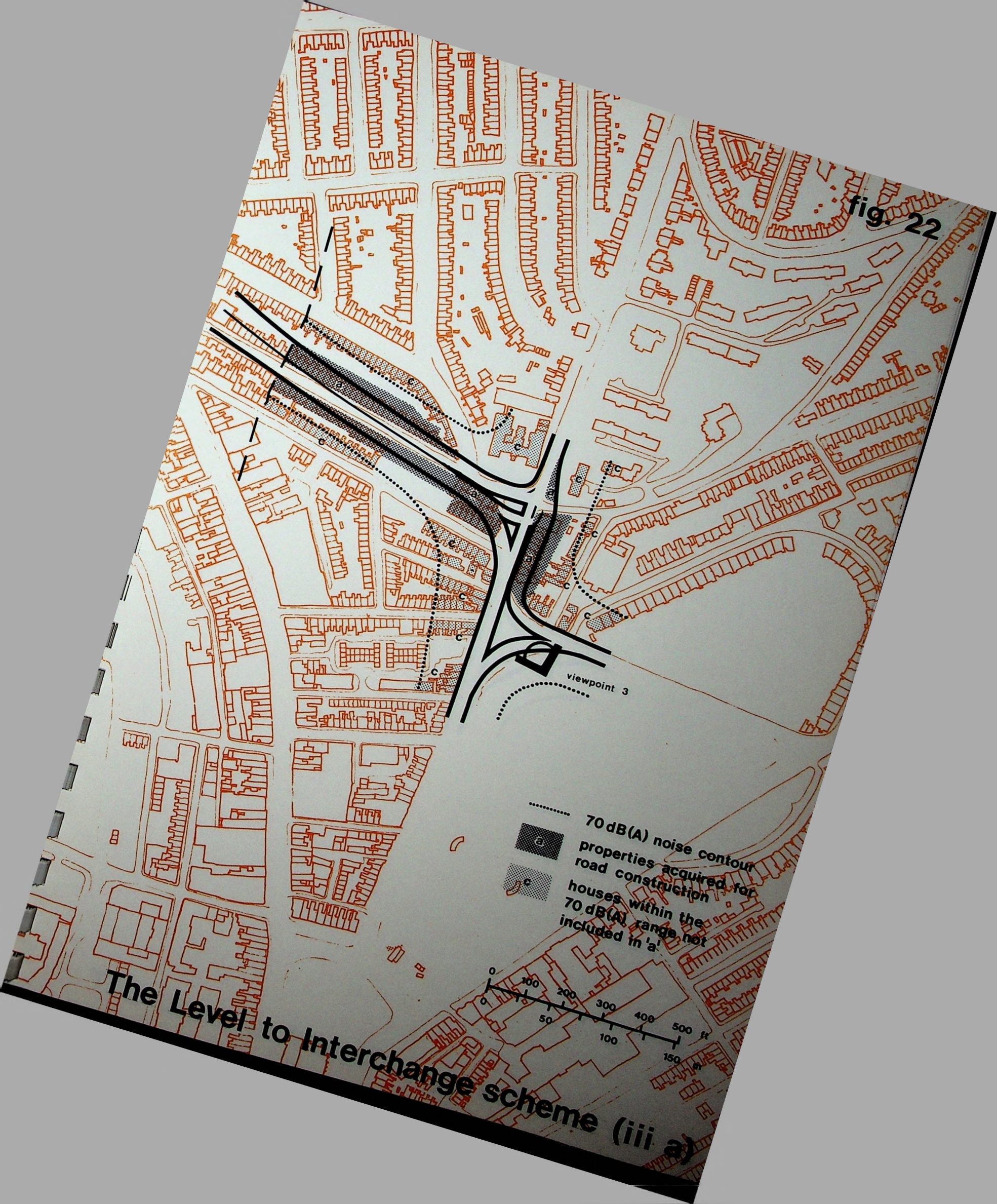
5.38 It is thought that the total cost of scheme (iiic), when added to the high noise, visual intrusion, severance and land take characteristics, would tend to eliminate it from the field of choice. Of scheme (iiia) and (iiib), the latter would be most likely to fulfil the necessary operational requirements as a temporary junction with some preliminary work included for the final stage. It is felt that the slight increase in cost would be justifiable, since no increase over scheme (iiia) would be likely in terms of noise, visual intrusion or severance, and only slightly as regards land take.

5.39 This scheme will involve remedial works to protect the environment of the adjacent areas. There will be considerable noise problems and barrier walls should be built where possible and the remainder of the affected dwellings should have sound insulation.

Spine road

5.40 The spine road is envisaged as an access to the bus station and the car parks at Bond Street/King Street and at Central Station. There is also the possibility that the station car park road system could incorporate an access to the station. There may be a need for a connection with the local road network at North Road to facilitate bus and service traffic turning movements, but the spine road will not connect to other existing streets and its required capacity can be calculated and controlled by the extent of the parking facilities associated with it. The 1981 assignment indicates 1,800 p.c.us. and 1,200 p.c.us. on the section north and south of Trafalgar Street respectively; these figures are peak hour two way flows through the function of the spine road will result in strongly tidal flows, south during the morning peak, north in the evening. The designs tested have two 12 ft. lanes in each direction which, on an elevated road south of the station, have a design capacity of 3,000 p.c.us. per hour in each direction. An all purpose street at grade with no waiting restrictions and high capacity junctions has a capacity of 1,500 p.c.us. in each direction. This would be adequate for the section of the spine road south of the station if no turning movements were allowed at the junctions with exisitng streets, and lights could be phased to favour the tidal flows on the spine road. The alternative longitudinal sections are shown on Fig.30.

fig. 22



The Level to Interchange scheme (iii a)

fig. 23

viewpoint 3

70 dB(A) noise contour

a properties acquired for road construction

c houses within the 70 dB(A) range not included in 'a'

0 100 200 300 400 500 ft

0 50 100 150 m

The Level to Interchange scheme (iii b)

fig. 24

viewpoint 3

70 dB(A) noise contour

a — property to be acquired for road construction

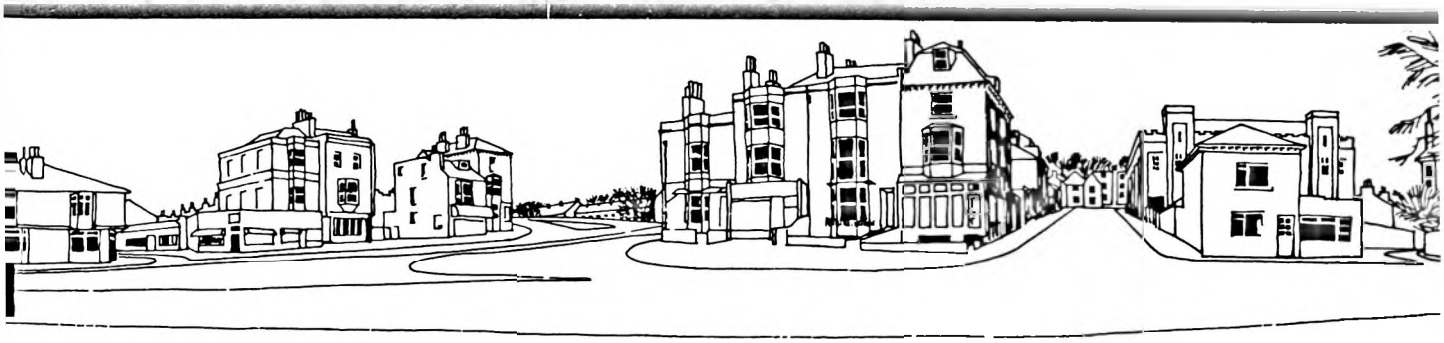
c — houses within the 70 dB(A) range not included in 'a'

0 100 200 300 400 500 ft

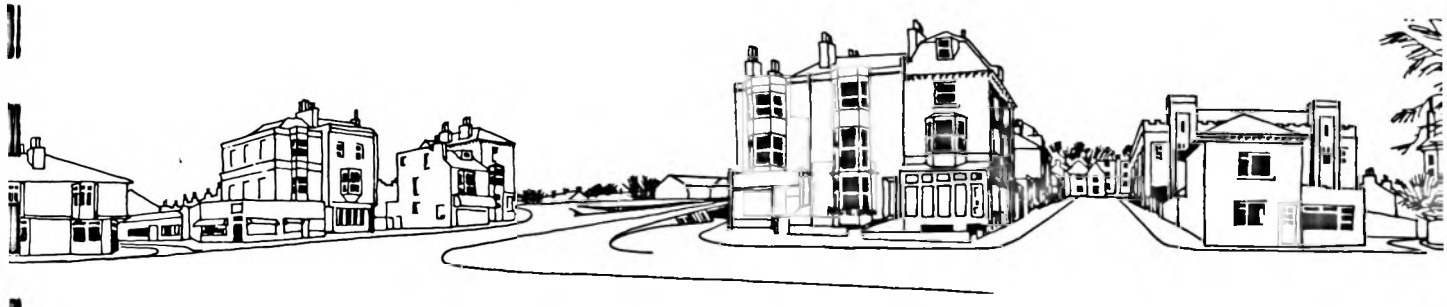
0 50 100 150 m

The Level to Interchange scheme (iii c)

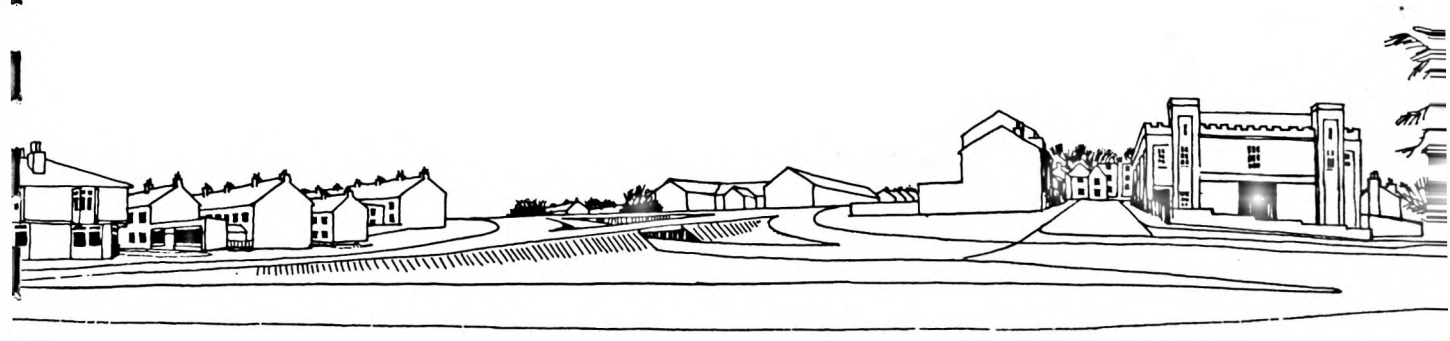
fig 25



scheme (iii a)



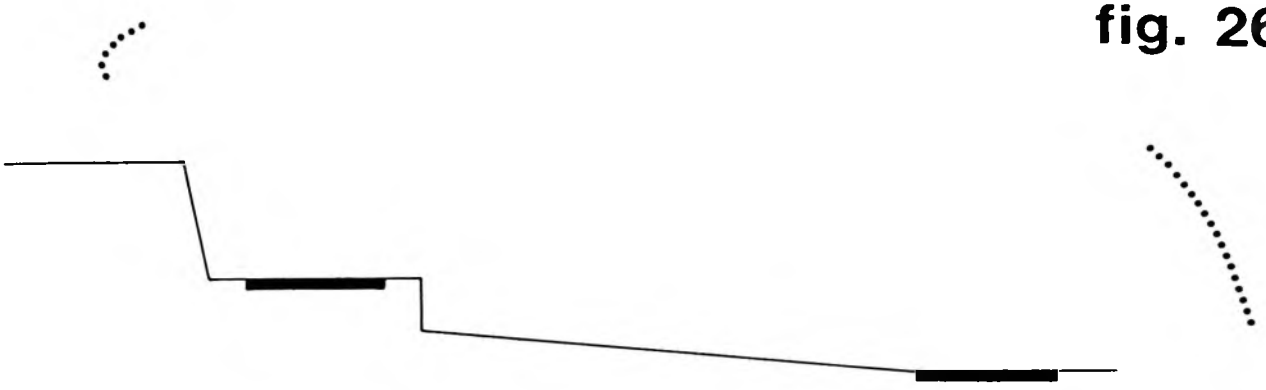
scheme (iii b)



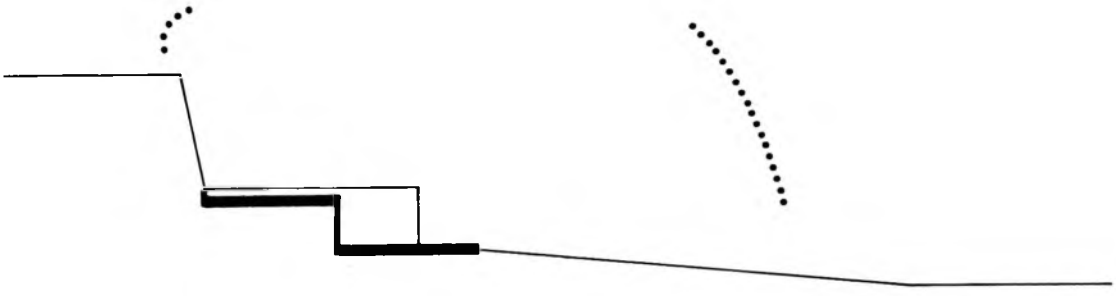
scheme (iii c)

The Level panoramic view 3

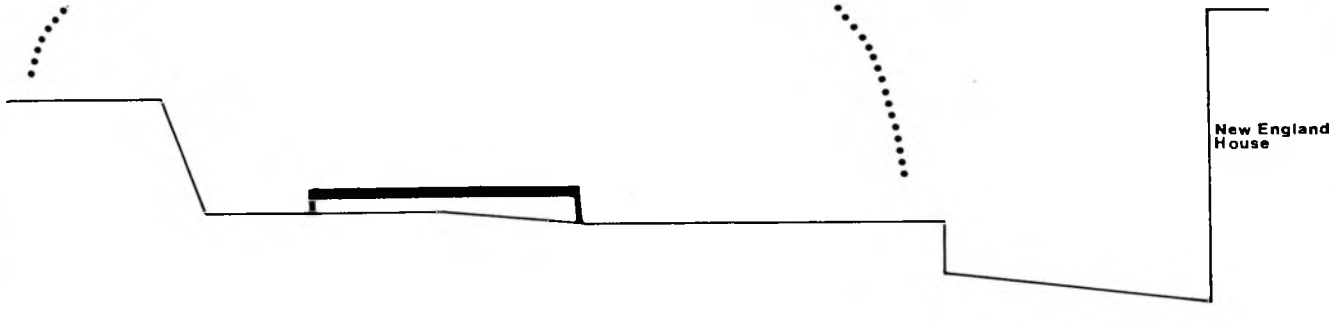
fig. 26



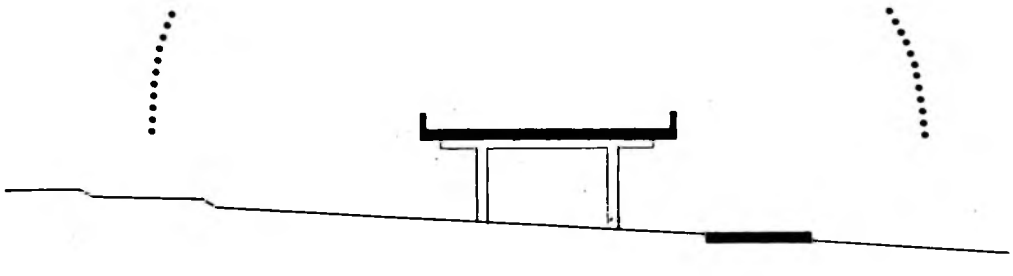
CROSS STREET – SCHEME a



CROSS STREET – SCHEME b



YORK HILL – SCHEME b



CHEAPSIDE – SCHEME b

0 100 200 m
0 500 700 ft

70 dB(A) CONTOUR .....

North Spine Road cross sections

(iv) Spine road north section

5.41 The alignment of this section of the spine road between Trafalgar Street and the Preston Circus interchange is determined by the need to service the car parks at the station and at New York Street and by the form of the interchange. The road must be elevated 20 ft. above Cheapside where the access road to the station car park from the southbound carriageway passes beneath it; north of this point the road can run at grade or cut into the railway embankment where it drops to join the roundabout.

5.42 Two alternatives are considered. Scheme (iva) has the north and south carriageways separated by some 150 ft. so that southbound traffic runs along New England Street and New York Street; this arrangement would relate to alternative (ia) and (ib) for the Preston Circus interchange (Figs.12 and 13) and is shown in section in Fig.26. Scheme (ivb) has both carriageways running together except where they separate vertically to allow northbound traffic to pass over the west link to the roundabout in the interchange schemes (ic) and (id), and is shown in section in Fig.26.

5.43 The main differences between the alternatives are limited to noise, visual intrusion and cost, the last depending on the amount of railway land involved. Because of the up gradient on the southbound carriageway of scheme (iva) and the traffic going to the New York Street and station car parks the 70 dB(A) contour is expected to be about 65 ft. from the edge of the carriageway. This will mean that the flats above shops on New England Street and the proposed new development on New York Street will be within the contour. Little other than insulation can be used to protect the flats on New England Street but since the new development is still in the design stage it should be possible to incorporate a wall on the plaza over the car park to protect the proposed housing. A broad outline of the form this might take is shown in the proposed scheme for development in this area (Fig.41). In the case of scheme (ivb) noise is not such a problem, since it passes through an area of proposed commercial development which can be designed to take account of the noise from the road.

5.44 Severance is not a problem in this area since there is no existing development on the alignment of the north section of the spine road, and no cross routes or pedestrian movements are affected. Visual intrusion is significant only in relation to any new development. This is not expected to be of major importance for the industrial and warehousing developments proposed to the west of the spine road and between the separated carriageways. However, some intrusion in relation to new housing and education facilities to the east of the spine road could occur, although this is minimal with the road at ground level. This can be dealt with by careful design with particular emphasis on placing of windows and layout of pedestrian areas; a suggestion is shown in Fig.41.

5.45 The costs of the alternative alignments are compared in Table 5.6

TABLE 5.6

Scheme	Construction cost £m	Acquisition cost £m	Total cost £m
(iva) Fig.26	0.80	0.46	1.26
(ivb) Fig.26	1.00	0.76	1.76

5.46 Although there is likely to be a lesser noise and visual intrusion problem with scheme (ivb) which has both carriageways together, the land take and subsequent acquisition costs are considerably higher than for scheme (iva), with separated carriageways.

5.47 The noise and visual intrusion problems are not of great importance, since few properties are affected and the new development can be suitably designed to

reduce them to an acceptable level. The recommended proposal is, therefore, scheme (iva) with separated carriageways.

(v) Spine road, south section

5.48 Fig.27 shows the southern section of the spine road between Trafalgar Street and Church Street as a 48 ft. wide carriageway running mostly at ground level; this will require the acquisition of 89 properties. Over an eighteen hour day (06.00 – 24.00) an estimated 13,000 p.c.us. will use the road which will mean that unshielded buildings within 50 ft. of the kerbside can expect to be exposed to over 70 dB(A); with the alignments as proposed this would apply to 85 houses.

5.49 One problem associated with a road at ground level is that of traffic and pedestrians crossing the line of the road; this would involve traffic lights, phased to favour the spine road, at three points; Trafalgar Street, Gloucester Road and North Road. Traffic and pedestrians could pass beneath the road at Church Street and Cheapside. If connections between the spine road and the cross streets are prevented, by such measures as the prohibition of turning movements at the lights for traffic other than buses, the green phase of the light cycle for crossing traffic should be sufficient for pedestrian flow, and the delays to pedestrians would hardly warrant the provision of underpasses or bridges.

5.50 Scheme (vb) (Fig.28) shows the spine road elevated on the alignment of scheme (va), with a 60 ft. wide structure to allow for a central reservation and shoulders to carry barriers. This alignment would involve the acquisition of 120 properties for construction purposes and a further 9 properties should be acquired because access would be impossible or the structure supporting the road would be so close that daylight standards would be unacceptable. The spread of noise from the road results in 84 houses being affected by a noise level greater than 70dB(A).

5.51 Scheme (vc) incorporates an alternative alignment for the elevated spine road (Fig.29); this proposal results in 113 properties being acquired for construction, and a further 9 properties which should be acquired because of access or daylight problems and 55 houses affected by noise over 70 dB(A). Table 5.7 shows a comparison of the effects of the three alternatives.

TABLE 5.7

Scheme	Properties acquired		Houses affected by noise (70dB(A)+)
	For construction	Because of access	
(va) Fig.27	89	–	85
(vb) Fig.28	120	9	84
(vc) Fig.29	113	9	55

5.52 The above figures and comments apply to alternatives with no shielding at the roadside. Where there are houses exposed to noise levels higher than 70 dB (A), the problem can be dealt with by insulating the affected houses or by building a noise barrier between the houses and the road. The latter will normally be preferable since the whole area including gardens and footpaths is sheltered from the noise, and not just the interior of the houses; however, where high barriers are required problems of cost and visual intrusion may arise.

5.53 With the land take shown on Figs.28 and 29, schemes (vb) and (vc) could be adequately shielded by building a 4 ft. barrier wall along the edge of the supporting structure, this would create a noise shadow which would include all the houses remaining alongside the road and reduce the noise level to below

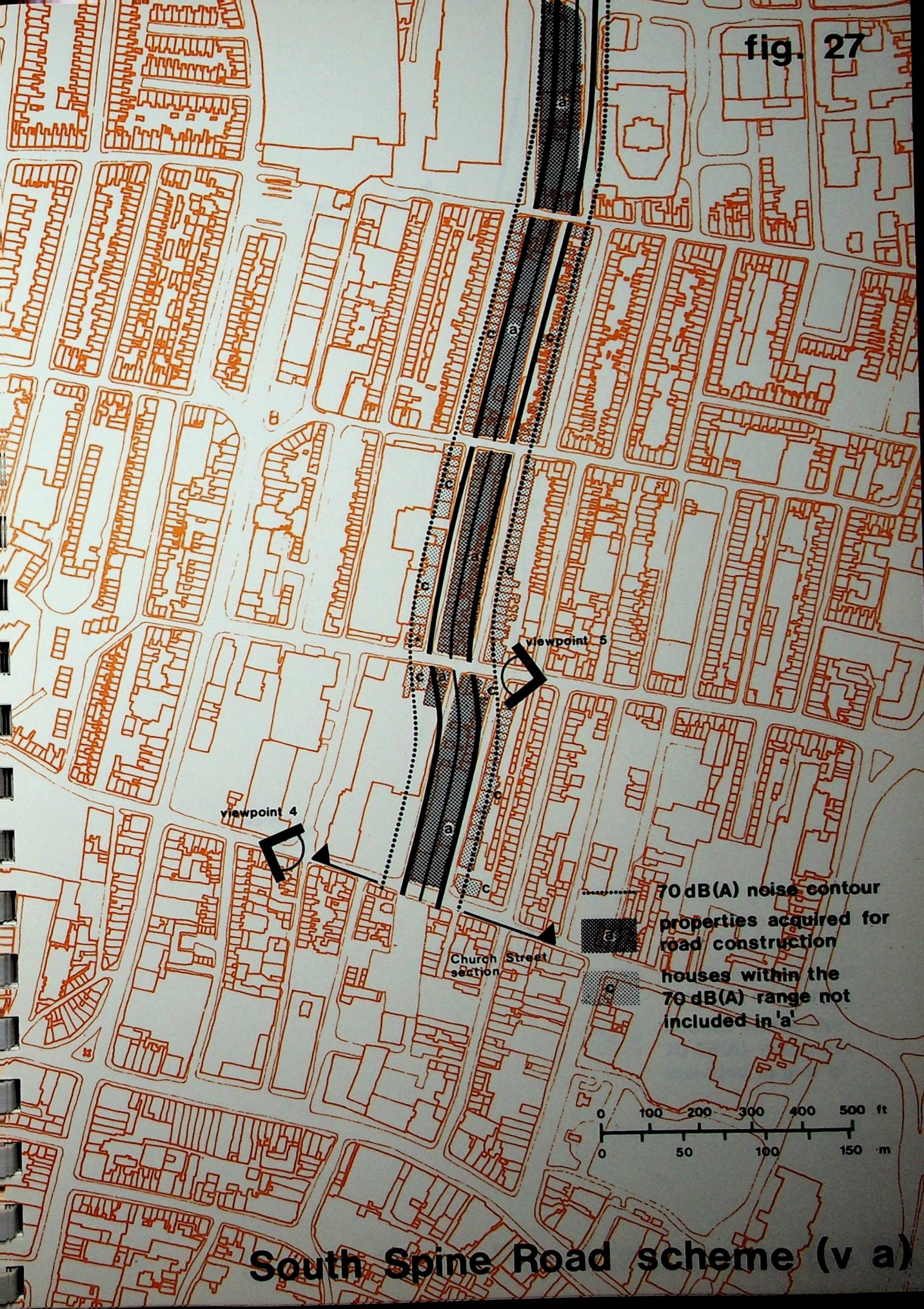


fig. 27
viewpoint 5
viewpoint 4
Church Street section
70 dB(A) noise contour
properties acquired for road construction
houses within the 70 dB(A) range not included in 'a'
0 100 200 300 400 500 ft
0 50 100 150 m
South Spine Road scheme (v a)

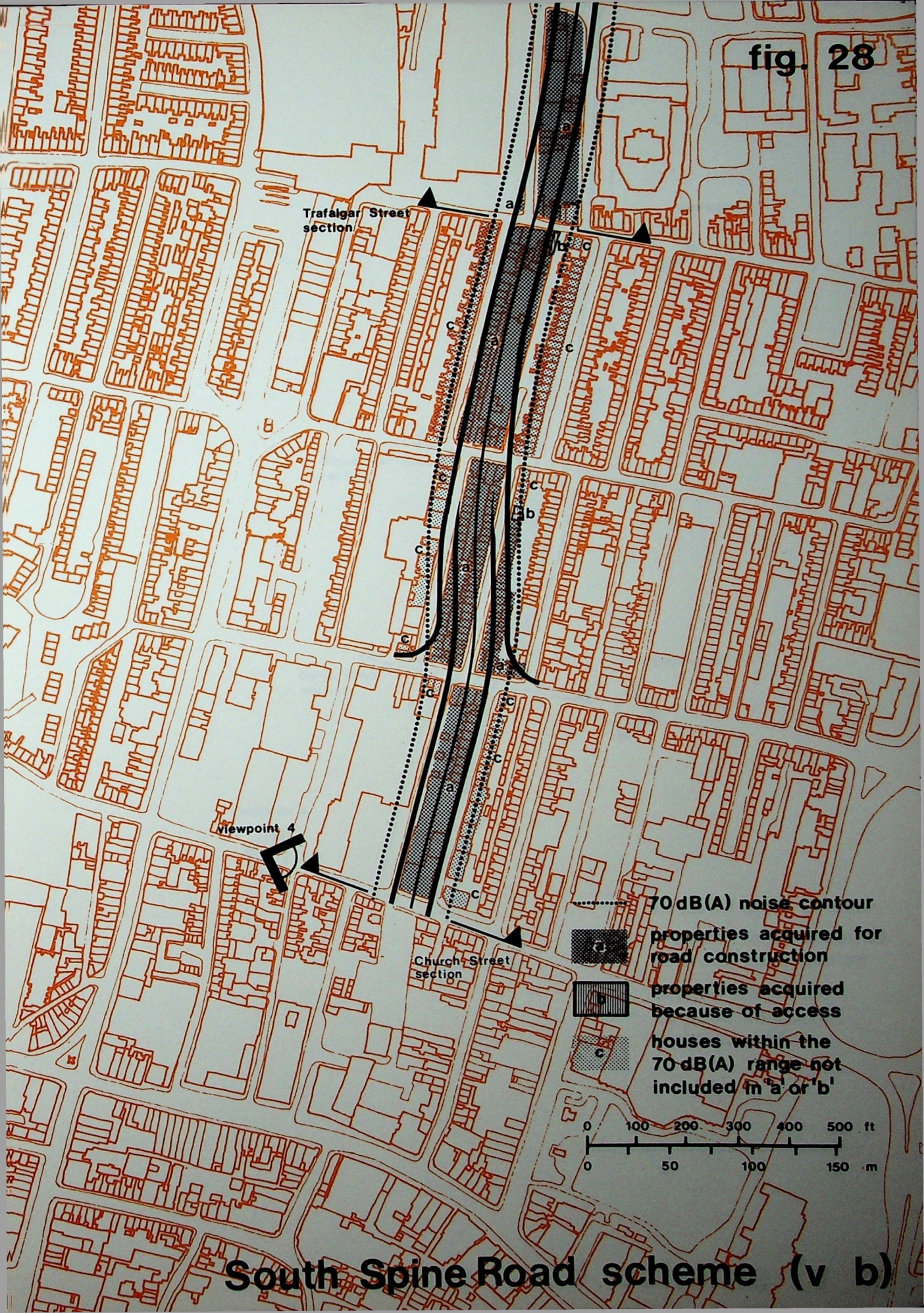


fig. 28
Trafalgar Street section
Church Street section
viewpoint 4
70 dB(A) noise contour
properties acquired for road construction
properties acquired because of access
houses within the 70 dB(A) range not included in 'a' or 'b'
0 100 200 300 400 500 ft
0 50 100 150 m
South Spine Road scheme (v b)

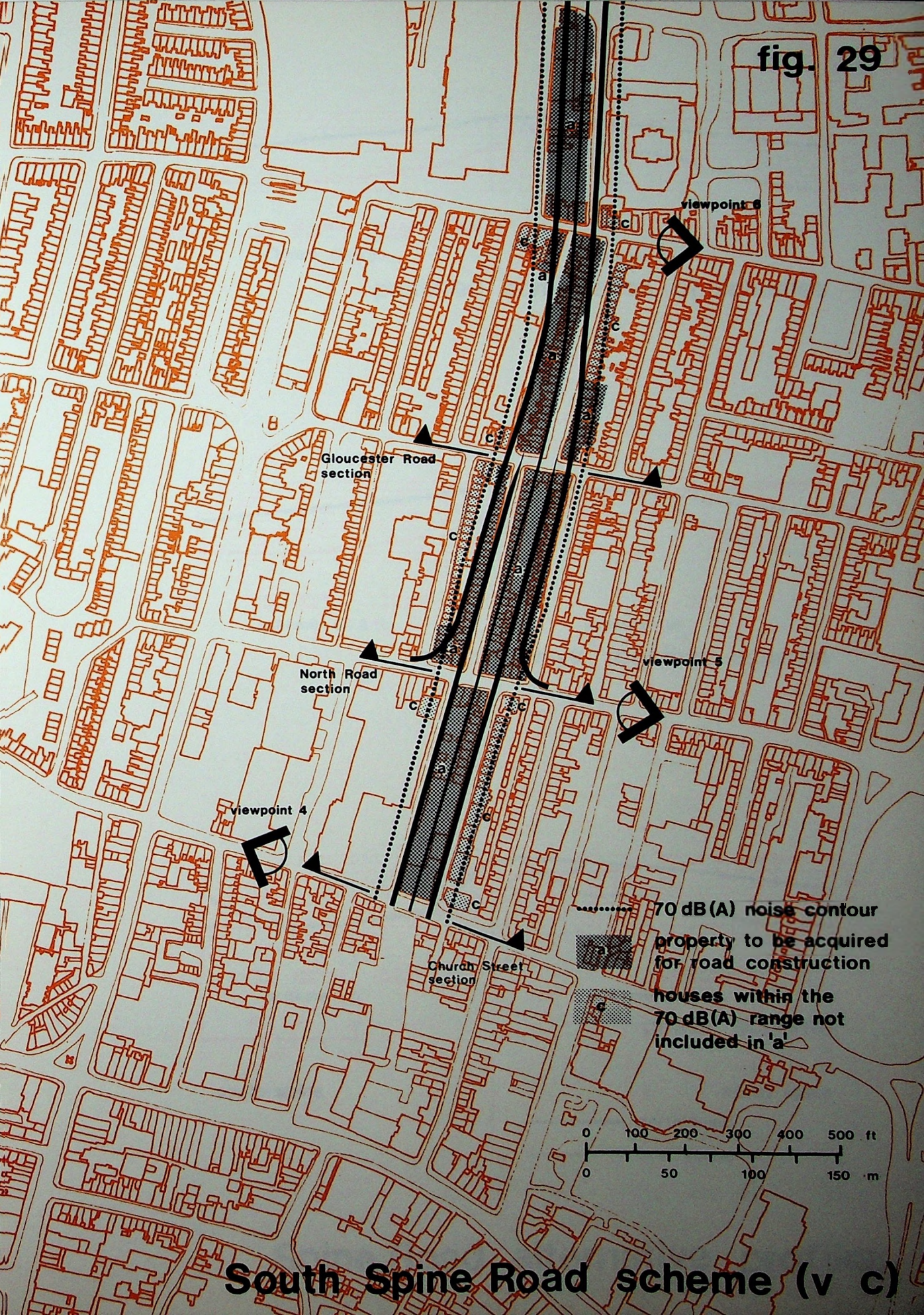
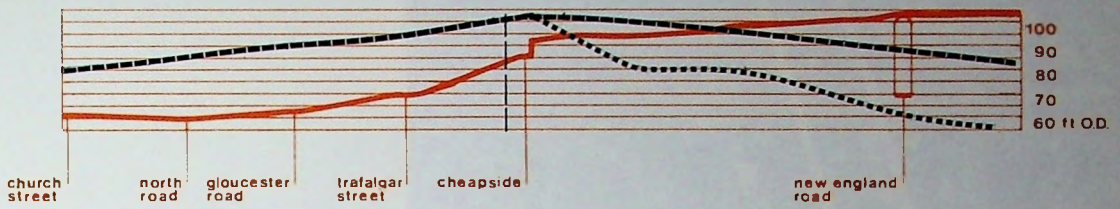


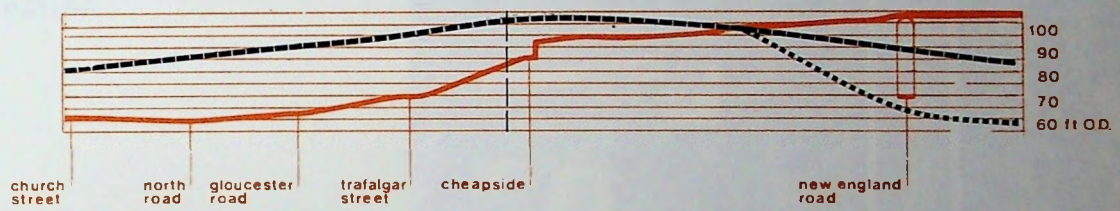
fig. 29
viewpoint 6
viewpoint 5
viewpoint 4
Gloucester Road section
North Road section
Church Street section
70 dB(A) noise contour
property to be acquired for road construction
houses within the 70 dB(A) range not included in 'a'
0 100 200 300 400 500 ft
0 50 100 150 m
South Spine Road scheme (v c)

fig. 30



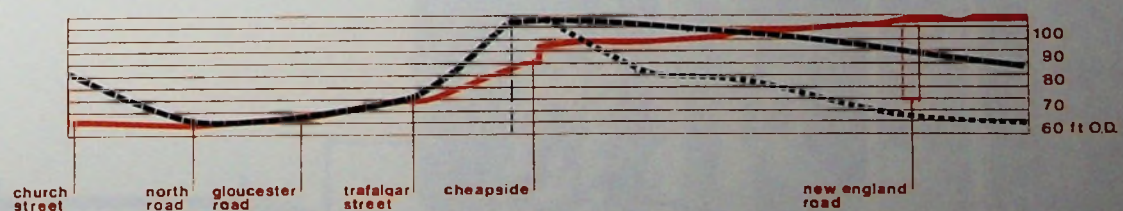
scheme (b) & (c) scheme (a)

preferred combination of schemes



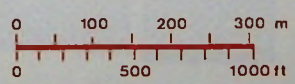
scheme (b) & (c) scheme (b)

carriageways together scheme



scheme (a) scheme (a)

grade scheme



south spine

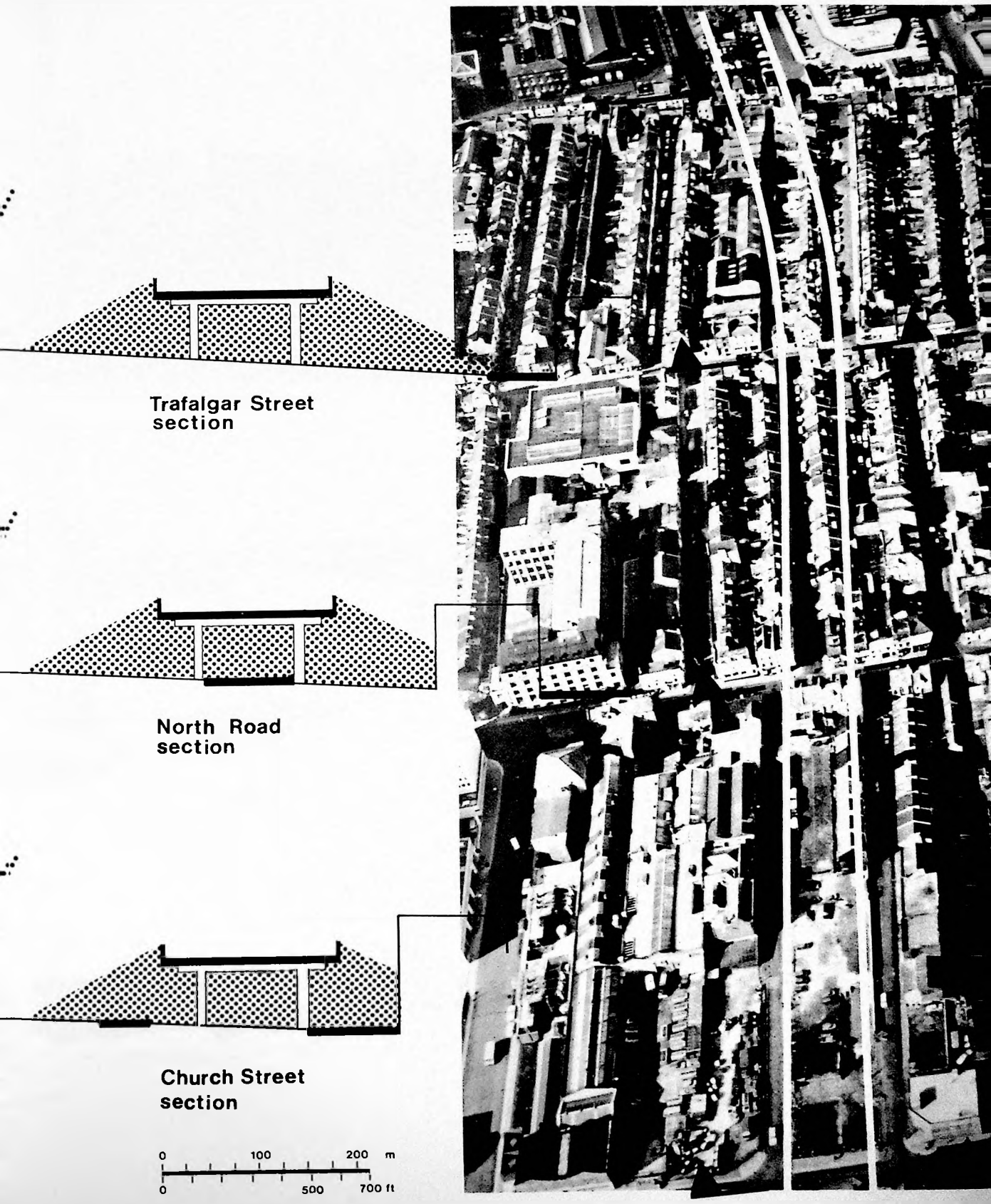
north spine

northbound

southbound

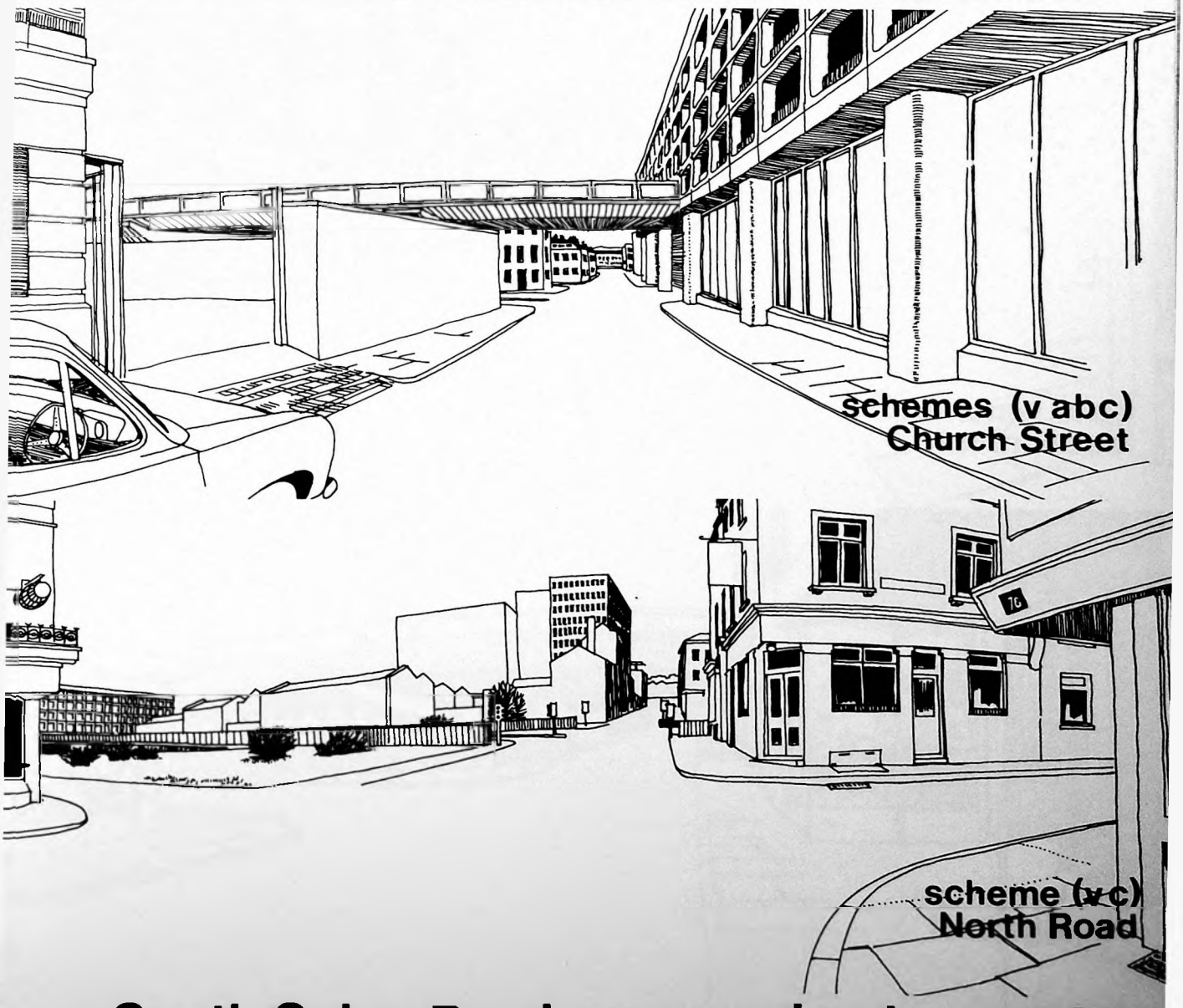
Spine Road alternative profiles

fig. 31



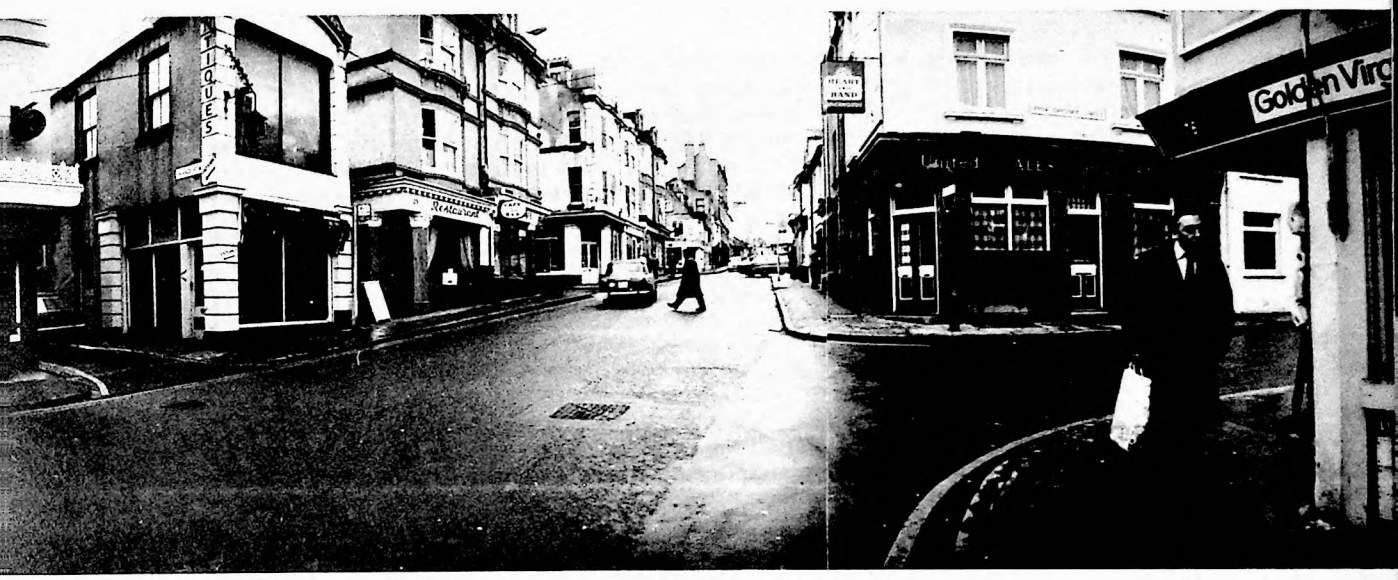
South Spine Road alignment

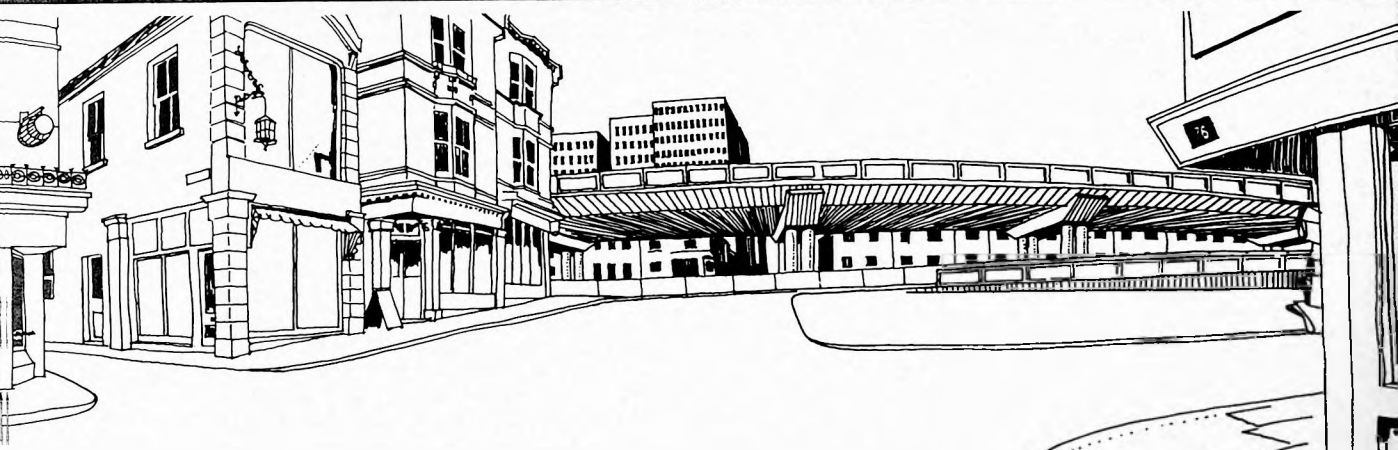
fig 32



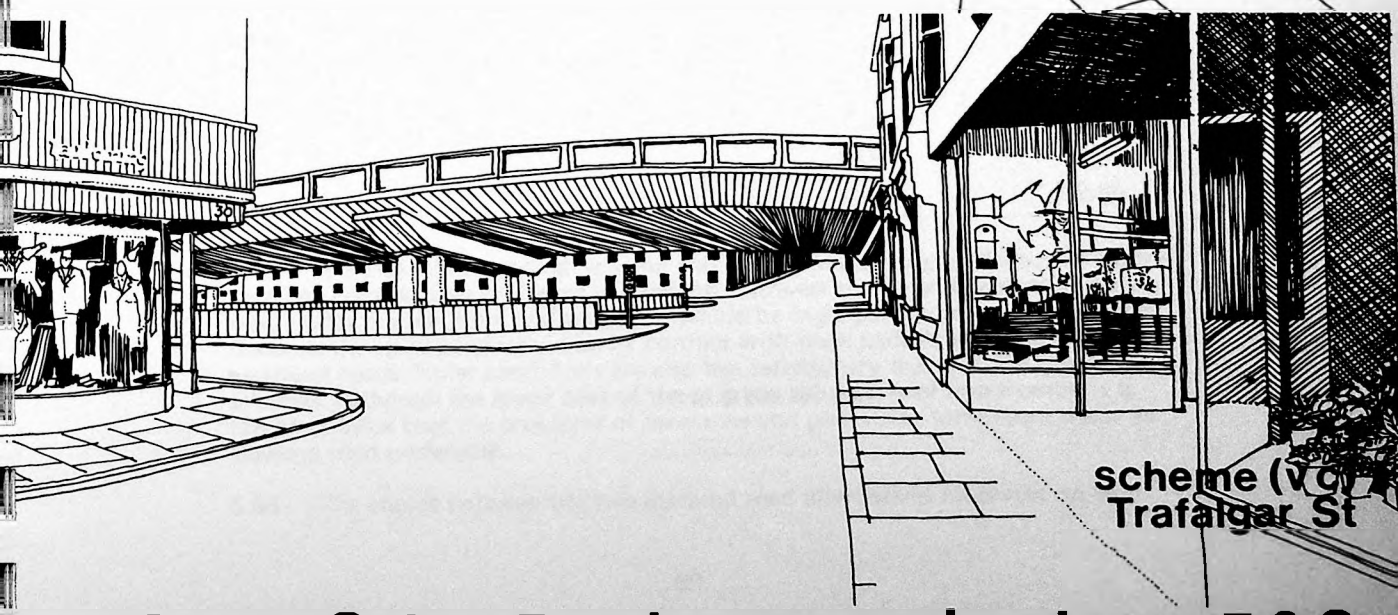
South Spine Road panoramic views 4 &5

fig 33





scheme (v a)
North Road



scheme (v c)
Trafalgar St

South Spine Road panoramic views 5&6

70 dB(A).The problem is not so easily solved when the road runs at ground level as in scheme (va) because the barrier would have to be 12 ft. to 15 ft. high, and with the limited space available it would have to be in the form of a wall rather than a bank. A better solution for the ground level scheme would be some form of barrier buildings immediately adjacent to the road, even though this may require the acquisition of more land than for the road alone.

5.54 Visual intrusion of the south section of the spine road obviously varies according to whether it is at ground level or elevated, or seen from a near or distant viewpoint. The alternative elevated alignments are not significantly different in terms of visual intrusion on the local roads which are crossed by the spine road. One of these is Church Street where the spine road must cross at about 20 ft. above ground level to enter the bus station/car park complex. The visual intrusion of this section as viewed from Church Street (Fig.32), is such that the road would obscure distant views to some extent. The necessity of a solid balustrade to form a noise barrier wall on the elevated road would increase this aspect of visual intrusion. It should be noted that the aspect of change in this area reduces the importance of visual intrusion, in that the large new building complex of car park, bus station and shops would tend to minimise the impact of the spine road. Against this must be balanced the change caused by the gap around Bread Street which might contrast strongly with the solidity of the construction opposite. Some infill uses of this site could be useful in this respect.

5.55 Where the spine road crosses North Road, Gloucester Road and Trafalgar Street, it could either be at ground level or elevated. These alternatives are shown in section in Fig.31. Visual intrusion for distant views is obviously greater in the case of the elevated road and would be detrimental to views of Clifton Hill and beyond the Valley Gardens. At North Road (Fig.32) and Trafalgar Street the effect of the gaps formed on either side of the streets around the spine road might be regarded as less satisfactory for the at grade road than for the elevated solutions. The elevated spine road is shown crossing North Road and Trafalgar Street in Fig.33. An important characteristic of the gridiron street pattern in this area of Brighton is the fairly narrow and contained spatial quality of the east/west streets. The demolitions required by the construction of the spine road are likely to change this character, and if a ground level solution was to be adopted, barrier buildings suggested for reduction of noise could also serve to maintain the visual character of the area.

5.56 Table 5.8 shows comparative costs for the three alternative schemes for the spine road south of Trafalgar Street.

TABLE 5.8

Scheme	Construction cost £m	Acquisition cost £m	Total cost £m
(va) Fig.27	0.73	1.06	1.79
(vb) Fig.28	1.60	1.06	2.66
(vc) Fig.29	1.60	0.96	2.56

5.57 It is clear that although scheme (va) has the lowest cost and visual intrusion, there are considerable problems in allowing east/west traffic and pedestrian movements with this solution, and severance would be high, particularly as peak traffic flows on the spine road would be in conflict with peak pedestrian flows on the east/west roads. Noise conditions are also less satisfactory than for the other schemes. Although the lower cost of the at grade solution is of importance, it is felt on balance that the problems of severance and pedestrian movement make an elevated road preferable.

5.58 The choice between the two elevated road alternatives must rest on land

take and constructional feasability. Other criteria such as noise, visual intrusion and severance are not significantly different for the two schemes (vb) and (vc). It would appear that scheme (vc) is marginally cheaper on acquisition costs, and that this might be the most acceptable solution.

Summary

5.59 The costs of the preferred schemes for the five sections of new roads are summarised in Table 5.9.

TABLE 5.9 Costs of preferred schemes

Scheme	Construction £m	Acquisition £m	Total £m
ia	3.9	1.9	5.8
iib	3.5	0.4	3.9
iiib	1.0	0.3	1.3
iva	0.8	0.46	1.26
vc	1.60	0.96	2.56
Totals	10.8	4.02	14.82

In addition the cost of traffic management, improvements to existing roads and new service roads would amount to about £1.5m.

Traffic free areas

(a) Introduction

5.60 The traffic free areas are proposed in Brighton where it is believed that considerable environmental gains can be made by removing vehicular traffic either partially or completely from the local roads. Traffic free areas are suggested in shopping streets, residential streets and squares..

5.61 Shopping streets proposed as principally for pedestrian use include parts of London Road, Western Road, Bond Street, Gardner Street, East Street and St. James's Street. Residential areas which could have traffic free roads are Clifton Hill and the improvement area in the Trafalgar Street/North Road district. It is also suggested that extraneous traffic should be removed from several of the smaller residential squares and streets.

(b) Outline Policies

5.62 One of the facts of urban life that must be faced is that only a limited number of new roads and provisions for coping with increasing traffic can be afforded, in financial and environmental terms. Brighton would be destroyed as a historical town if traffic flow was allowed to increase unrestrained, and it is an integral part of the planning policy of this report to pay as much regard to environmental management as to conventional road construction and traffic management. One of the most pressing aspects of this is the need to achieve pedestrian/vehicle segregation wherever possible.

5.63 It is in the most densely developed parts of Brighton, the shopping areas, that the greatest conflict and consequently the greatest need for action occurs. The policy adopted, therefore, is to find a satisfactory means of removing all through traffic and most local traffic, whilst still providing sufficient access for service vehicles and buses. Such a policy applied to East Street and Albert Street is shown as examples in Figs. 34 and 35.

5.64 In Britain and in many other countries in Europe, there have been experiments with pedestrian only shopping streets which have proved a great success

fig. 34

East Street pedestrian area

fig. 35

Prince Albert Street

in terms of trade and shopping conditions. Even the lack of rear access for unloading has been overcome by allowing service vehicles to use pedestrian areas at fixed times and also by meeting the specific needs of certain traders. Indeed precedents have shown that, far from substantiating the fears of traders involved in pedestrian shopping schemes, trade has increased, and after an initial settling period, a very clear majority of affected people, traders and shoppers alike, have welcomed the changes.

5.65 Where residential areas now have considerable volumes of through traffic, suggestions are made for its removal on to other routes, and for residents' cars and service vehicles only to use the local roads. In the case of some squares, mainly Regency terraces spoilt by the large numbers of parked cars, proposals are made for the provision of off street residents' car parks and the subsequent removal of cars from the squares.

5.66 The intention is that pedestrian routes should form an amenity network within the town centre (Fig.54), linking the various facilities and avoiding conflict with motor traffic as far as possible. To achieve this it is essential to obtain full public participation and co-operation, especially by clear descriptions of proposals, including alternatives, all of which will affect the people of the area concerned. Experience has shown that positive benefits can be derived by adopting experimental schemes prior to full statutory implementation.

5.67 Specific schemes will range between complete closure of streets to vehicles, encouragement of service access only, and limited time servicing. Combinations of all three methods are most probable in many cases, where rear servicing of shops and other properties is impractical. Particular attention must be paid to provision for emergency vehicles.

5.68 In Chapter 6 a number of proposals have been suggested dealing with these aspects of traffic management. It must be stressed, of course, that the extent to which traffic can be removed from the shopping streets and residential areas must depend on the scope of the restrictions which the Local Authority are prepared to impose, after discussion with the many interested parties, and full trial of the various measures. It may take some time to achieve the full potential of these proposals, but it is hoped that early agreement will be obtained to the closure of shopping streets to all but emergency vehicles and buses during the peak shopping hours (say 10.00 - 17.00).

Development

(a) Introduction

5.69 Development in the central areas of Brighton will take three forms:

(i) renewal of existing facilities;

(ii) redevelopment of vacant or cleared sites;

(iii) barrier development, designed to meet environmental conditions around main roads.

5.70 Renewal sites occur mostly in the North Road and London Road areas and in particular in the Clock Tower area, where the existing land use pattern will continue. Redevelopment applies mainly to the slum clearance areas in the North Road area, on the railway land north of the station, and on numerous smaller sites in several other districts of Brighton. These sites are characterised by the speculative nature of possible development or by the involvement of public authorities in the provision of new facilities.

5.71 Barrier development would apply either as a result of main road construction in an area or where existing roads carry large volumes of traffic. Examples are the sites around the proposed intersection in the Preston Circus area and the spine

road. Development sites are shown in Fig.55.

(b) Policies of development control

5.72 Interest in redevelopment is divided between the private and public sectors, and in most cases considerable negotiation is necessary before any action can result. Whilst projects must be economically viable, redevelopment in Brighton must only occur within the framework of a policy which safeguards and improves the environment. New development must be designed to take account of its surroundings and of the character of the town as a whole. The heritage of Brighton can too easily be destroyed.

5.73 Control of development in Brighton should recognise certain key factors; these are land use, access for vehicles and pedestrians, building height, mass and scale, and visual appearance. Any proposals should, of course, conform to the planning policies, at town and local area level, adopted by the local authority. Three aspects are of particular importance; there should be no major departures from the agreed land use policies, including the reservation of land for new roads; the existing street pattern should be recognised to preserve the existing urban grain wherever possible; and the visual appearance of new buildings should be related to neighbouring buildings andspaces. In this connection a high buildings policy is essential for the central area of Brighton.

High building policy (Fig.56)

5.74 Existing high buildings in the town centre, of a height of at least 70 ft. to 80 ft. and substantially higher than the adjacent development comprise in addition to three churches (St. Bartholomews, Ann Street; St. Peter's Church Tower, Valley Gardens; and St. Paul's Church Tower, West Street), and a number of modern buildings; Sussex Heights, Embassy Court, Bedford Hotel, St. James's House, Carlton Hill tower blocks, Albion Hill housing, Gresham House, North Street, Theobalds House, Circus House and New England House. The main areas with high buildings are, therefore, Churchill Square/Sussex Heights, Albion Hill housing, Carlton Hill Housing and New England Street.

5.75 High buildings make their impact in two ways; firstly on the scale of their immediate surroundings, and secondly from a distance as elements within the outline of the town, appearing over the general roofline.

5.76 Sussex Heights, which at about 32 storeys is easily the highest building, fails in the first function and succeeds in the second. At close quarters it towers over Regency Square with which it is quite out of scale and disrupts the horizontal character of The Front and yet from a distance approaching along the seafront from the west and more particularly the east, it serves, together with the piers, as a landmark which marks the centre very successfully.

5.77 St. James's House also has a mixed effect on the centre. It rises behind and tends to dominate New Steine, and its strongly modelled facade rises behind the delicate silhouette of the Pavilion as seen from the Pavilion Gardens. On the other hand it forms a very effective visual stop to the view down North Street from the west.

5.78 Theobalds House is in an area that will undergo considerable redevelopment, and so its effect on its immediate area is not so crucial. However, it can be seen from the Valley Gardens rising over the facades facing the Gardens, and this does have a certain disruptive effect on the essentially horizontal nature of the Gardens and their enclosing terraces. The same criticism could be levelled to a lesser degree at the Albion Hill blocks, although the impact of these on the Gardens is emphasised by the unfortunately wide gap in the terraces caused by the dual carriageway approach road.

5.79 Gresham House can be seen rising to the left of the Dome from the Pavilion Gardens, but fortunately does not impinge on the silhouette of the Dome itself.

5.80 On The Front there are two high buildings that break the general building height, Embassy Court and the new Bedford Hotel; this is unfortunate, because The Front is essentially a horizontal element. Embassy Court, built in the 1930's, is undoubtedly Brighton's worst example of architectural bad manners. While it is in itself an extremely good and interesting example of the modern architecture of that period, its total disregard for the scale of the very elegant Regency terrace which it abuts and over which it towers is unfortunate.

5.81 Of the older buildings, St. Bartholomews, despite its great size, tends to be largely hidden behind the London Road shops, but dominates completely the backland between London Road and the Goods Yard. The tower of St. Peter's Church dominates the upper part of the Valley Gardens and has been carefully located to close the vistas down Ditchling Road, Lewes Road and the lower part of London Road. The tower of St. Paul's Church gives interest and punctuation to West Street.

5.82 It is suggested that future policy for high buildings should be based on the following principles (Fig.56):

(i) The existing scale should be retained and no high buildings erected within those areas of the centre that are of such a scale that any high buildings would be visually damaging to the immediate environment. These areas are the Old Town, the Pavilion area, the area between St. James's Street and the sea, the Regency Square area west of Sussex Heights, the Clifton Hill area and the Valley Gardens. Any high buildings in redevelopment within the residential areas north and east of the proposed main road box should be located carefully so that they do not impinge visually on the Valley Gardens and Pavilion areas.

(ii) The silhouette of the Dome and the Pavilion should be protected from any further encroachment.

(iii) No buildings higher than say 50 ft. to 60 ft. should be built closer to St. Bartholomew's Church than Theobald House or New England House to ensure the continued dominance by the Church in this area.

(iv) The Front and Valley Gardens should be regarded as horizontal elements, and no further high buildings should be erected which rise close behind them and disrupt the horizontal emphasis.

5.83 The application of these principles to the centre suggests that the only part in which further high buildings could be contemplated is the North Road area. Buildings could be generally up to 60 ft. to 80 ft. high, rising to a maximum of about 100 ft. in the area around Whitecross Street and Pelham Street.

General Improvement areas

(a) Introduction

5.84 In areas where a local authority is satisfied that living conditions should be improved, they can declare General Improvement Areas under the Housing Act, 1969. Such areas must be predominantly residential and must not include any buildings subject to clearance action under the Housing Act, 1957, although the sites of buildings already cleared and individual unfit houses can be included. The stress must be on the improvement of whole areas, the houses and the environment. The owners of individual properties and the local authority will be involved in the carrying out of the improvements. It is essential, therefore, that the views of the local residents and owners should be obtained before the local authority proceeds with a declaration, to ensure that the scheme will be welcomed and that the owners will co-operate in the work.

5.85 Apart from making improvement grants (para. 5.97) the local authority will be concerned with improving the amenities of the area, including the acquisition of land for that purpose. Improvements may include such items as tree planting, grassed or paved areas, play spaces, parking spaces and garages, etc. The exclusion of through traffic or the conversion of a highway into a footpath can be dealt with under the Town and Country Planning Act, 1968.

5.86 Areas suitable for declaration must be such that the houses are structurally sound and not yet at the end of their useful life and that there is adequate potential for environmental improvements, to make the area a better place to live in. Areas should not be due for early redevelopment or subject to major structural change under the planning proposals for the town.

5.87 In selecting areas, the Department of the Environment advise local authorities to have regard to the above factors and also to consider areas which are near better residential districts, are of special architectural interest or near the town centre or good communications. It is suggested that the procedure would probably not be necessary for areas which are already attracting money into renovation, unless environmental improvements are important.

(b) Proposals

5.88 Two General Improvement Areas are proposed for consideration in this report, in the Clifton Hill and North Road areas (Fig.55). Areas at Albion Hill have already been declared by the council. The two proposed areas are described in Chapter 6. The Clifton Hill area (para.6.37) bounded by Queen's Road, Terminus Road, Buckingham Road and St. Paul's primary school in Church Street, is almost entirely residential. Apart from house and environmental improvement, it is suggested that new housing might be provided on the west side of Terminus Road to form a noise barrier against the traffic moving up the hill. The North Road area (para.6.77) is bounded by Trafalgar Street, Trafalgar Lane, Gloucester Road, Upper Gardner Street, North Road, Gardner Street, Church Street, Regent Street, North Road and the Valley Gardens. Although predominantly residential, this area contains other uses including shopping, warehousing and light industry and it would be necessary to encourage action by the owners of these properties, outside the provisions of the Housing Act, 1969.

Conservation Areas

(a) Introduction

5.89 Conservation cannot be considered in isolation in Brighton; it is a basic factor in any decision on the planning of the central area and its surroundings. Under the Town & Country Planning Act 1971, Brighton Council are required to determine which parts of their area are of special architectural or historical interest, the character or appearance of which it is desirable to preserve or enhance, and designate them as Conservation Areas.

5.90 The Council approved six such areas outside the town centre in September, 1970 and at present consideration is being given to the designation of five areas in and around the centre; at the Old Town, the Valley Gardens, the East Cliff, the Regency Square area and Clifton Hill area. During this period discussions have taken place with the Consultants and with various interested local bodies.

5.91 Conservation must be seen in the context of the continuing development and redevelopment that any living town undergoes as it changes to meet contemporary needs. At one end of the scale a conservation policy would be to preserve all buildings of architectural or historic value, including those on statutory lists or considered of local interest. At the other end a policy would be to preserve only those buildings of outstanding quality and assume that any others would be retained by their owners only so long as they continued to be economically viable. Between these two extremes are a range of policies which recognise that although many buildings have architectural or historic value their relative values vary. An assessment of these buildings will reveal a priority for preservation, in

terms of the need to preserve them, the necessary resources to maintain them and their future economic use.

5.92 Conservation, unlike preservation, is not restricted to individual buildings; it is concerned even more with the character and quality of areas of a town, with the total impact of buildings and spaces and landscape. It does not involve the retention of every building in the area but is concerned that any new development should be in harmony with its immediate surroundings.

5.93 Under the Town & Country Planning Act, 1971 the local authority have powers to prevent decay and it may be necessary to operate these in certain circumstances. For example, although the loss of a detached house might not be unduly harmful to the overall environment, the demolition of one house out of a terrace, particularly where the terrace forms part of a formal composition of a square or crescent, could have a very serious effect on the character of the area. This is certainly not to say that no redevelopment should take place in a Conservation Area. There may be many cases in Brighton where this will be necessary and quite acceptable. Such new development should not be imitative of Regency design but must be in sympathy with its surroundings in terms of height, scale and vertical rhythm, and the texture and colour of materials.

5.94 The potential of Brighton as a cutlural and conference centre, in addition to its established role as a major resort town , is very great. Conservation of both buildings and environment should be seen as a means of promoting the unique character of the town and hence its attractions and prosperity.

5.95 There are four main circumstances under which conservation can take place:

(i) Properties in owner occupation, where the owner is obliged to undertake maintenance repairs if he wishes to maintain a reasonable life and market value for his property. Conservation represents a means of doing a better job in enhancing the character and the value of the building. However, for the average owner, the increased financial burden incurred through conservation, even with grants, may be beyond his means.

(ii) Properties acquired by a developer and converted and improved to provide better residential accommodation. It is unlikely that he would obtain a reasonable return on his investment unless he received grant assistance to meet some of the costs of conversion and he would probably require some long term guarantee about the area.

(iii) Properties acquired by a developer with a view to obtaining planning consent for a change of use; in general the developer is likely to select a commercial use, so as to achieve a satisfactory return without the incentive of grants.

(iv) Properties acquired by the local authority and converted or rehabilitated. The incentive for the local authority, in addition to its desire to preserve the building and conserve the character of the town, is that by operating a conservation policy it can maintain the housing stock and the community structure of the area. It generally costs less to rehabilitate existing buildings than to renew housing areas.

5.96 In general for a conservation policy to suceed, there must be five ingedients:

(i) Local authority financial assistance.
(ii) A reasonable supply of private money.
(iii) Comprehensive policies and actions.
(iv) Public interest.
(v) Demand for accommodation.

5.97 Financial assistance for house improvement or conversion can take various forms. For thorough improvements of high standard, the local authority may, at their discretion, pay grants of half the cost of up to £1,000. Where a house or other building is converted into flats, the authority may pay grants of upto £1,000 for each flat provided, or £1,200 in the case of a building of three or more storeys. Still higher amounts may be payable for buildings of special architectural or historic interest. Standard grants of up to £200 per dwelling for the provision of basic amenities are available as of right where statutory requirements are met. Where more expensive work is required, the authority may make a standard grant of up to £450. The Exchequer contribution of half the cost of environmental improvements, up to £200 per dwelling, is payable where the local authority declares a General Improvement Area under the Housing Act, 1969. In Brighton the Council in conjunction with the Historic Buildings Council of England can make grants of 50% towards the cost of repairs and conservation of Regency buildings, in the area covered by the Town Scheme.

5.98 The real expenditure on conservation should be considered as the net difference between expenditure in implementing a conservation policy and the expenditure that would be incurred in maintaining the building in reasonable economic use. However, despite whatever grants may be made by the local authority the owner is still liable for at least 50% of the costs.

5.99 It is important that comprehensive policies should be declared on conservation in order to remove uncertainty and the dangers of blight. Owners can then make their own plans for the improvement of their property in the knowledge of the future of the area, and the Council can consider its grants policy, and determine an annual budget, as it does now, with a view to encouraging a comprehensive approach to conservation. Once the areas have been determined there must be a continuous campaign to prevent the piecemeal destruction of character either through decay or unsympathetic design of new buildings.

5.100 Such a campaign would need to encourage maximum public involvement and interest in conservation. At the same time the local authority should undertake environmental improvements such as traffic management schemes, provision of off street parking, play spaces, etc.

5.101 However, for conservation to operate satisfactorily it must be part of the market system and be dependent on the laws of supply and demand. The situation requires to be analysed from time to time to ensure that the necessary actions are related to the demand for accommodation and fit into the budgetting programme of the local authority. There must be a realistic approach to the problem in terms of resources of manpower and money that are likely to be available.

(b) Proposals

5.102 The Conservation Areas proposed by the Local Authority are as follows (Fig.57):

(i) The Old Town. One of the most important features of the conservation policy for this area will be to preserve the street pattern and The Lanes in addition to the many fine buildings.

(ii) The Valley Gardens. The Gardens, which comprise several substantial open spaces and groups of buildings, should be considered as one entity surrounded for the most part by buildings of considerable architectural and historic value. There are certain buildings on the west side which are poor architecturally, and here redevelopment could do much to improve the area. To the south the Royal Pavilion dominates the architectural scene and in the northern part St. Peter's Church provides a strong focal point. The Level and Park Crescent terminate the area with a fine terrace of Regency houses by the architect. Amon Wilds.

(iii) The East Cliff. The whole of the Marine Parade frontage which includes the more notable groups of buildings such as Royal Crescent, Percival Terrace and Eastern Terrace is included because the seafront facade is important to Brighton's Regency seaside character. Just behind the seafront small streets running north to south contain many of the original small artisan type dwellings which are typical of the Regency period.

(iv) The Regency Square Area. The whole of the seafront elevation is important and includes several of the grand hotels of the period. Many of the buildings in the area are of individual architectural importance and any redevelopment that takes place would require considerable care if their special qualities are not to be dominated.

(v) Clifton Hill Area. This area to the north west of the town centre is primarily residential in nature and has an early Victorian flavour about it. There are several fine terraces and open spaces, with a considerable contrast in the scale and design of the buildings which has been accentuated by the changing social pattern of life in the town.

(c) Policies

5.103 The Local Authority propose to adopt policies for the Conservation Areas in accordance with the following guide:

(i) The overall objective is to safeguard the architectural and historic character of the area as a whole. Protection of the area under the appropriate Statutes will be important in promoting favourable circumstances and the confidence necessary for the reconditioning of old buildings and their adaptation for modern use where appropriate.

(ii) The adaptation of old buildings and the introduction of new uses will be necessary from time to time. Where this takes place special care will be taken to ensure that these uses do not detract from the character of the area.

(iii) All new buildings and alterations must be sympathetic in design, proportion, detailing, materials and all other features, to the character of the area as a whole. All schemes which involve alterations to the curtilage of new and existing buildings, hard surfaces, planting, walls, etc., must, in terms of materials and design, harmonise with and complement the existing environment.

(iv) Any development near or visually related to the Conservation Area must be so designed, in terms of its size, form and materials, as to be in harmony with the objectives of conservation for the area.

(v) Outline applications will not, in general, be considered. Details of the siting and design of a proposed building, including elevations, showing the proposals in the context of its surroundings, must be submitted and a high standard of design for any new buildings will be required.

(vi) The proper maintenance of property, including the painting of buildings in suitable colours will be encouraged, and the upkeep of landscaping, including the systematic replacement of older trees, will be promoted.

(vii) Where possible, existing surface wiring will be removed and new wiring placed underground. The siting and design of road signs and street furniture will be given special consideration.

(viii) The Council will seek to encourage the work of local amenity and preservation societies in the area. They will assist local residents in the preservation of the special features of buildings of architectural and historic interest, and restoration of other buildings whose special features have been lost or mutilated in the past, as far as they are able within the limited financial resources at their disposal.

(ix) The display of advertising material in the area will be strictly controlled and the Council may, if necessary, make an Order under Section 34 of the 1962 Town and Country Planning Act defining an area of special control of advertisements within these Conservation Areas.

5.104 The Consultants broadly agree with the latest proposals for the five Conservation Areas but it is suggested that the following additional areas should be included:

(i) The Old Town. Although North Street and West Street have been altered and contain several recent buildings, it is considered that they form an important barrier to the area within; their inclusion could inhibit the further deterioration of the locality. The east side of West Street, for example, can be viewed as the equivalent of a town wall facing new development on the west side of the street.

(ii) The Valley Gardens. To the north of the proposed area the west side of Ditchling Road facing The Level and certain properties in Queen's Place might be added. The inclusion, therefore, of all border frontages to The Level would ensure its continued sense of containment. To the south of the area the Palace Pier is very clearly a seaward extension of the valley and might be included as a part of the series of open spaces safeguarded by the Conservation Area.

(iii) The Regency Square Area. The West Pier is regarded as a fundamental asset of Brighton relating to Regency Square itself; it was planned with an axial relationship to the Square, and follows the grand manner of layout characteristic of this Conservation Area.

(iv) Clifton Hill Area. It is considered that Vine Place, off Dyke Road, might be included since it has value as a twitten. The residential properties in Spring Street, Dean Street, Crown Street, Marlborough Street and Regent Hill have the fine characteristics of the Clifton Hill district, and could be included as far as the backs of shops fronting Western Road.

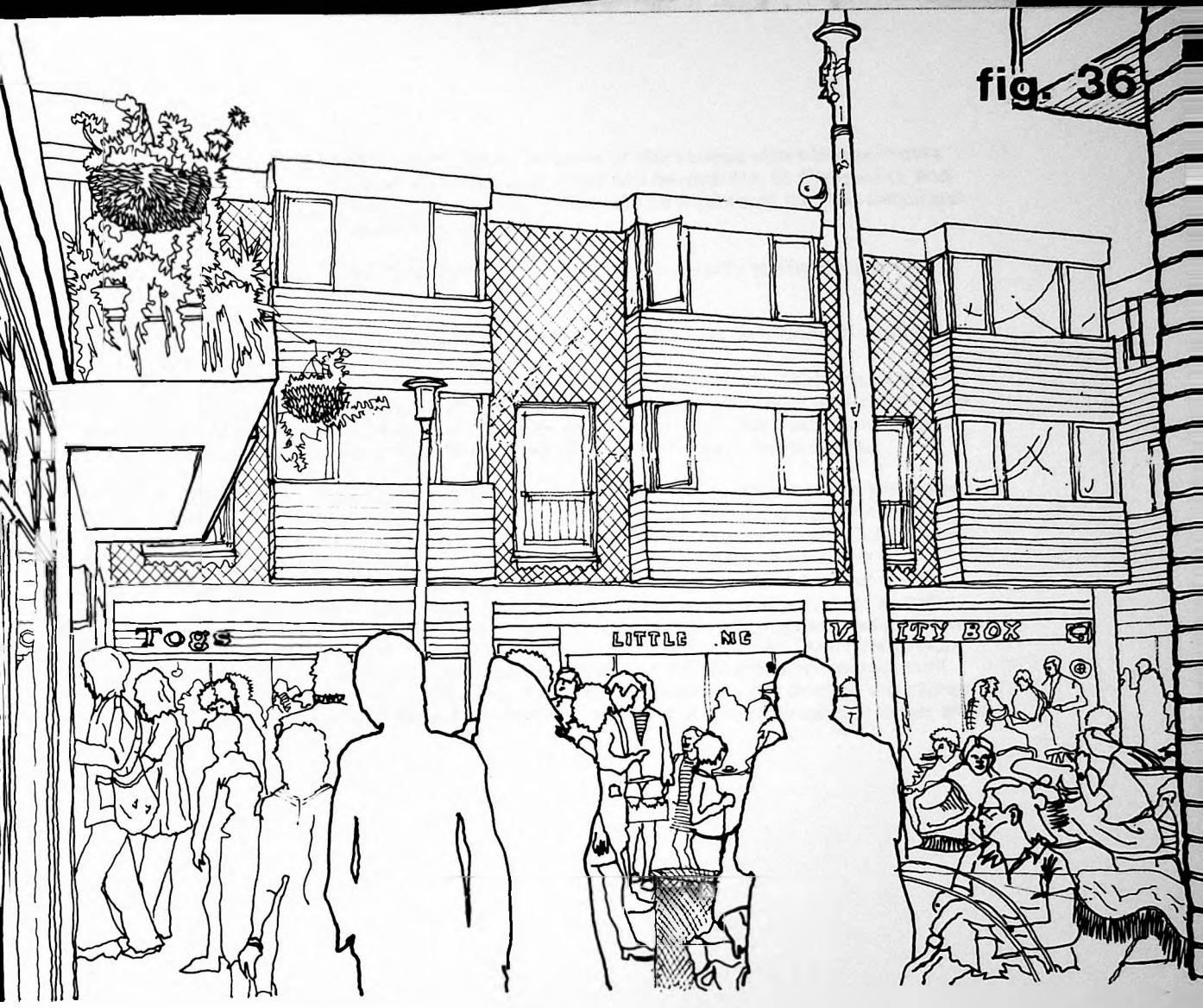
Urban Character

5.105 Within the framework of the local areas which together comprise the town centre, specific areas or lines of urban character can be identified. These relate forms and spaces to measures for conservation and improvement, and provide a positive means of structuring and development in terms of local character in the highly sensitive parts of the conservation areas.

5.106 Classification of visual structure qualities in urban environment has been attempted on various occasions; a typical analysis and evaluation framework is as follows:

(i) Sequences of routes – paths or streets which connect together the various spaces, particular emphasis being laid on effects of openness or closure. Such routes may be graded according to

fig. 36



Brighton Square

their overall quality in terms of the various views as one moves through an urban area; some will be essential to the quality and character of the area, others will be important and the remainder pleasant but not unique.

(ii) Areas and spaces which contribute visually to the quality of the routes.

(iii) Nodes, important focal points, usually at junctions of routes.

(iv) Landmarks – individual buildings or part of a building, such as a tower, or an important tree. Even an otherwise undistinguished building might have an important townscape quality although it would not normally merit listed or local interest status.

5.107 It is felt that studies of this kind would be most valuable in Brighton, and a pilot study has been undertaken. The example chosen is that of the Old Town in which clearly identifiable lines of visual structure exist (Fig.59). The policy in undertaking such a study is to reduce the subjective elements of reactions to spaces and building groups, and instead generate a positive and objective approach towards these elements. The purpose and nature of a study of urban character vary with such factors as the extent of proposed redevelopment, value of property and levels of activity. In the case of the Old Town, redevelopment potential is minimal, so that the understanding of character gained from the study can be applied almost exclusively to conserving the existing structure, rather than to the treatment of future forms, as might be applicable in other areas.

LOCAL AREA STUDIES

Introduction

6.1 For the purpose of detailed analysis and proposals, the central area has been subdivided into six local areas (Fig.77). Each of these coherent areas tends to be contained within an established road network and has a predominant and individual potential in terms of the overall strategy for the central area.

6.2 Each local area has been surveyed and the problems analysed; proposals have then been made in the context of the overall proposals for the central area, particularly in relation to the road and traffic patterns. All areas contain some specific and important proposals which affect not only the locality but often the structure and economy of the whole town. Each of these major proposals is described in detail and its implications related to the relevant part of Chapter 5 on Environmental Planning.

Regency Square Area

(a) Survey and analysis (Fig.60)

Topography and visual character

6.3 The Regency Square area slopes gently down from Western Road towards the seafront; its layout is rectilinear, generally on a grand scale. The frontages of terraces are impressive and buildings are mostly three to four storeys in height.

Roads

6.4 King's Road and Western Road are very heavily used main roads; West Street and Preston Street are well used local roads. All these streets are bus routes and carry considerable service traffic in addition. Certain other local roads within the area, such as Montpelier Road, tend to be used as through roads. Accident areas are King's Road, Western Road and West Street.

Parking

6.5 Car parking needs in the area are related to the shopping and hotel facilities. Three new car parks, one below Regency Square, another a multi-storey structure in Cannon Place, and the third under Churchill Square, meet part of the demand but the residential streets and squares are continuously used for short term parking.

Pedestrian areas and open space

6.6 Two subways, opposite Regency Square and West Street, provide access for pedestrians to the Esplanade, which is heavily used. The West Pier, boating pools and putting greens have a seasonal use but are major attractions. The residential squares are well used open spaces although access is sometimes difficult because of the boundary railings and passing traffic. Churchill Square is a pedestrian area that attracts many people.

Shopping and entertainment

6.7 Western Road is one of the principal shopping streets in Brighton, with a concentration of multiple stores. In addition Preston Street, Churchill Square and West Street have many shops. The many public houses and hotels provide a high level of social activity and entertainment, supplemented by the West Pier, the Odeon Cinema and the Top Rank Centre in West Street. The facilities to be provided at the Top Rank Centre are under discussion.

Offices

6.8 This is not predominantly a business area, although offices are located on Western Road above shops, and some specialist blocks have been constructed in Churchill Square and on West Street. Small businesses are to be found scattered in converted residential premises, as in Clarence Square.

Industry

6.9 Only garage workshop premises are to be found in this area, such as those in Regency Mews and off Sillwood Street.

Residential

6.10 Residential property is concentrated in an area behind the Western Road shopping frontages, extending down to and including The Front, as far east as Churchill Square. Many properties are in use as boarding houses and hotels, whilst others being too large for one family, are divided into flats. The Norfolk, Metropole, Grand and new Bedford Hotels dominate The Front, whilst Sussex Heights and Chartwell Court tower blocks have a major and sometimes unfortunate impact on the area and on other parts of Brighton. They are seen to best advantages in distant views along The Front, but are quite out of scale with the squares.

Education and worship

6.11 There are no schools in the area, and only three churches, one of which, St. Paul's in West Street, is of fine architectural quality.

Special uses

6.12 The Metropole Hotel provides exhibition and conference facilities in extensions to the original building, and, with Sussex Heights, is consequently a large generator of long term parking and increased local traffic volume. Some of this parking is provided by the hotel.

Listed and local interest buildings

6.13 The area is rich in fine architecture, many terraces and individual buildings being listed. Some are of special interest including the group around Western Terrace, the West Pier, part of which is proposed for demolition, the Bandstand, St. Paul's Church and many of the terraces surrounding the square. In addition certain buildings are listed as being of local interest, subject to special consideration by the Local Planning Authority in the case of any proposals for alteration or demolition.

(b) Proposals (Fig.61)

6.14 The underlying strategy for the Regency Square area is related to conservation and the restructuring of the traffic distribution, together with some new development.

6.15 The proposed road network, set out in Chapter 3, includes King's Road as a principal traffic route and Montpelier Road and Western Street/Norfolk Road/Windlesham Road each as one way north/south routes. Local distribution is reorganised using Cannon Place, Western Road, Preston Street and Sillwood Street, which is extended to Preston Street by demolishing three properties. Some of these streets would have one way flows. Little Russell Street is also extended to service future development in Churchill Square. Western Road would be used for buses and local service distribution only. Buses would also continue to use King's Road, Preston Street and West Street. Local access roads would, in general, be arranged to prevent through traffic, especially in the residential squares.

6.16 In order to restrict the parking of cars in residential streets and squares in the area, it is suggested that residents' car parks should be created; sites might include the former garage behind the Norfolk Hotel and Regency Mews. In addition a car park is proposed in the development to the south of Churchill Square. On street parking might be permitted in some of the wider local roads.

6.17 The proposed traffic and parking restrictions in the area will considerably ease pedestrian movement particularly in Western Road. Clarence Square

and Russell Square could have local access traffic only. Pedestrian areas should be created in parts of Bedford Square, Norfolk Square and Regency Square.

6.18 It is hoped that the West Pier will continue to provide entertainment and recreational facilities.

Conservation Area

6.19 Much of the Regency Square area is proposed for designation as a Conservation Area under the Town and Country Planning Act 1971; this is further discussed under Conservation Areas in Chapter 5.

South Churchill Square

6.20 The Local Authority propose that the site to the south of Churchill Square should be developed as a multi purpose complex comprising conference centre and exhibition hall and other facilities.

Clifton Hill area

(a) Survey and analysis (Fig.62)

Topography and visual character

6.21 The Clifton Hill area rises from Western Road and Queen's Road to high ground overlooking the town centre. It is almost exclusively residential, primarily of 19th century terraced housing laid out in road patterns generally following the contours of the hill. The architectural quality of this mainly two to four storey housing varies from very fine to areas badly in need of improvement.

Roads

6.22 The area is bounded by Western Road, Montpelier Road, Queen's Road, Terminus Road and Buckingham Place, and traversed by Dyke Road, all of which carry quite heavy traffic flows as well as being bus routes. Upper North Street carries local traffic, whilst service traffic is concentrated on the peripheral rather than the internal roads. Seven Dials, to the north west of the area, is a heavily congested junction where three well used roads cross, giving access to Hove and the Old Shoreham Road east/west route further north. The Clock Tower junction between Western Road and Queen's Road is also congested.

Parking

6.23 There are small car parks in the area, one at the rear of Waitrose in Western Road, others to the Central Government offices in Upper North Street, and in Centurion Road. Most residents' vehicles are parked in the streets since few dwellings have garages.

Pedestrian areas and open space

6.24 Open spaces are mainly concentrated in the south east corner of the area where St. Nicholas' Churchyard and the playground are on the east side of Dyke Road and Clifton Gardens, a private open space, and the disused cemetery are on the west side. There are mature trees in these spaces and some fine views are obtained from the sloping ground. Powis Square and Montpelier Crescent provide some relief in the more spacious western half of the area. There are one or two pleasant pedestrian walks between the backs of the houses in the densely built up eastern half.

Shopping and entertainment

6.25 Western Road and Queen's Road are main shopping streets on the edges of Clifton Hill area. Queen's Road has mixed shopping units, with mainly small units on the west side and larger stores on the east. Guildford Road and Upper Gloucester Road provide local shopping for the eastern part of the area, whilst small

groups of local shops in Upper North Street, Victoria Road and Clifton Hill serve the other parts. More extensive district shopping facilities are provided in the vicinity of Seven Dials. Many public houses are concentrated in Queen's Road, and others are scattered throughout the area. The Curzon Cinema in Western Road and the sports hall in Queen Square provide entertainment and recreation.

Offices

6.26 Apart from those in Western Road there are offices in converted houses, in and around Queen Square. A certain amount of small scale commercial activity is related to the areas behind the Western Road and Queen's Road frontages, and near Seven Dials, but no significantly large commercial premises exist within the Clifton Hill residential districts.

Industry

6.27 Small scale industry and workshops are located in the streets immediately to the north of Western Road, and in St. Nicholas Road.

Residential

6.28 Residential properties dominate the area, stretching from behind the Western Road shopping frontages up the hill. Most properties to the west of Dyke Road are large single family dwellings, whilst many to the east are multi occupied, being in general taller and more suitable for sub division. Several of the large villas have already been replaced by small flat developement, and a larger block is under construction in Montpelier Terrace, whilst town houses are being constructed in the area of Mount Zion Place. Hotel accommodation is limited.

Education and worship

6.29 There are five schools and eight places of worship in the area. St. Nicholas Church is one of the oldest buildings in Brighton and St. Stephen's Church in Montpelier Place and the Church of St. Michael and All Angels in Victoria Road, are of architectural interest.

Special uses

6.30 The area contains all four hospitals in the central area of Brighton, one of which, the Sussex Maternity Hospital in Buckingham Road, is now disused. The other three, the Royal Alexandra for Sick Children in Dyke Road, the New Sussex Hospital in Windlesham Road, and the Sussex Ear and Throat Hospital in Church Street are all located on restricted sites and unable to expand. These hospitals may be relocated at Falmer(para.4.50).

Listed and local interest buildings

6.31 This is an area rich in domestic buildings of excellent architectural quality, and many groups are listed. Among these Montpelier Crescent, Powis Square, Montpelier Villas and Clifton Terrace are exceptional. Several individual buildings such as Brighton and Hove Girls' School and St. Nicholas' Church are also noteworthy. Only a few buildings of local interest are found in the area, notably to the north of Western Road and in Terminus Place.

(b) Proposals (Fig.63)

6.32 The underlying strategy for the Clifton Hill area is related to conservation and improvement, with removal of through traffic from the internal roads.

6.33 It is proposed to modify the traffic pattern in this area to remove extraneous traffic from the residential streets. Queen's Road/Terminus Road/ Buckingham Place and Montpelier Road are proposed as one way district distributors south/north and north/south respectively. Western Road, as already discussed, would have limited local traffic only. All three routes would carry bus

services. Local distribution would be by a series of loops off the district distributors, feeding local access roads which would be organised to prevent through traffic movements. Several residential roads would become culs-de-sac; for example, Dean Street would have access from Upper North Street only. North of Seven Dials a new link road would be constructed to Old Shoreham Road (A27), and some improvements carried out to existing roads.

6.34 Dyke Road would be closed to traffic between Seven Dials and Bath Street, West Hill Road and Albert Road, Buckingham Road and Upper North Street and at the Clock Tower end. The remainder of the street, except for the stretch between Bath Street and Compton Avenue would be used for local access only. The pedestrian part of the street would pass through the new open space group formed by St. Nicholas' Churchyard, and the existing playground to the north, the Dyke Road cemetery, and the private open space at Clifton Gardens. (Fig.38).

6.35 Guildford Road should have all traffic removed to provide a safe and convenient pedestrian route from the Clifton Hill residential districts to the station (Fig.40). Parts of Victoria Road, Clifton Hill and New Dorset Street could be closed to traffic and small activity spaces created along them. Powis Square could become a cul-de-sac.

6.36 Some car parking for residents' cars is provided in the proposals for the Terminus Road housing. It will be necessary to take advantage of any opportunities presented by improvement or redevelopment proposals, as in the case of the hospital sites, to provide off street parking or garages for residents' cars, if on street parking is to be reduced.

General Improvement Area (Figs.39 & 40)

6.37 A General Improvement Area is proposed for the residential district bounded by Queen's Road, Terminus Road, Buckingham Road, and St. Paul's Primary School in Church Street. Within this district it is suggested that through traffic movements should be severely restricted and that individual properties and the external environment should be improved under the provisions of the Housing Act, 1969. Fig.39 illustrates a possible scheme, incorporating amenity and activity spaces, pedestrian routes and culs-de-sac. It is suggested that a new frontage development might be carried out in Terminus Road, which is likely to be noisy with traffic moving one way up a steep hill. The new building with three floors of flats could take the form of a barrier by facing all living spaces away from the main road. A new service road would give access to residents' parking beneath the building, and also to Railway Street and Terminus Street, parts of which could be retained. The principles of General Improvement Areas are discussed in Chapter 5.

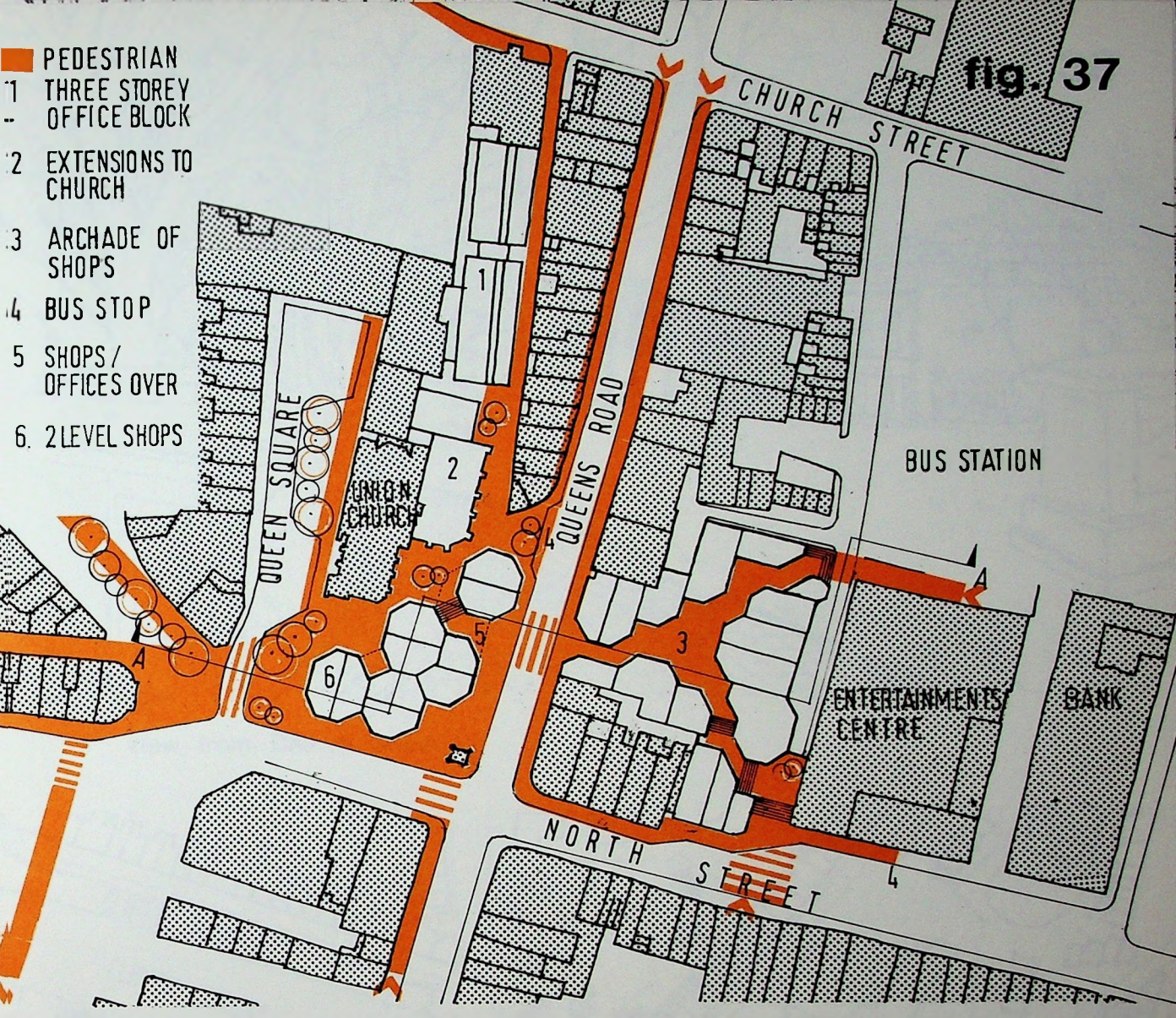
Conservation Area

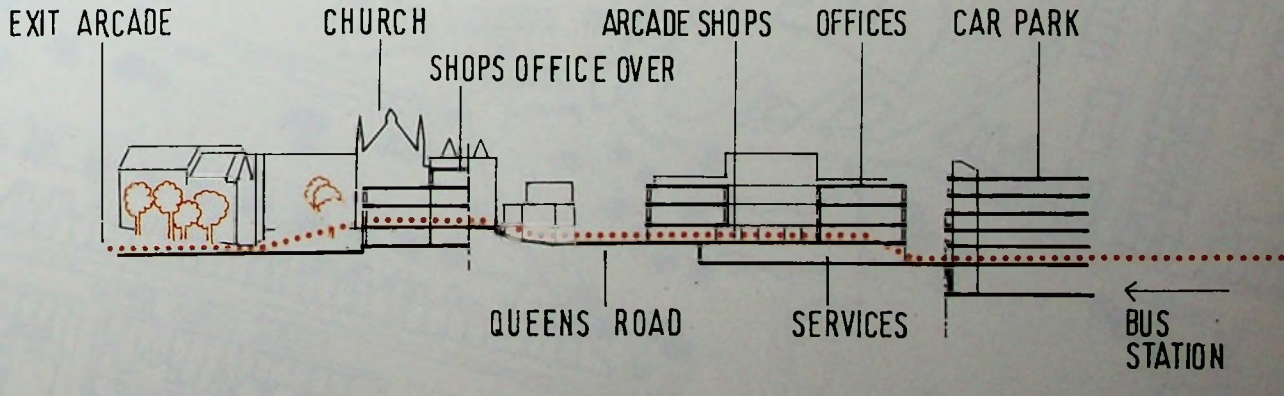
6.38 Much of the Clifton Hill area is proposed for designation as a Conservation Area under the Town and Country Planning Act, 1971; this is further discussed under Conservation Areas in Chapter 5.

Clock Tower

6.39 The Clock Tower area has for some time been regarded as suitable for redevelopment or improvement including traffic measures to reduce congestion at the road junction. The road proposals include the removal of through traffic from Western Road and Dyke Road, and the introduction of one way traffic flows in West Street, North Street and Queen's Road; with no major alteration of the existing junction it is possible to retain the Clock Tower and simplify the traffic movement patterns in the vicinity.

6.40 The existing shopping at North Street Quadrant and Air Street could be redeveloped but should be replaced with buildings of similar bulk and scale; it may well be that this is not a viable proposition for comprehensive redevelopment and that piecemeal rebuilding or improvement would be preferable.





AA

0 50 100 150 200 ft
0 20 40 60 m

Clock Tower redevelopment

fig. 38

Clifton Hill open space

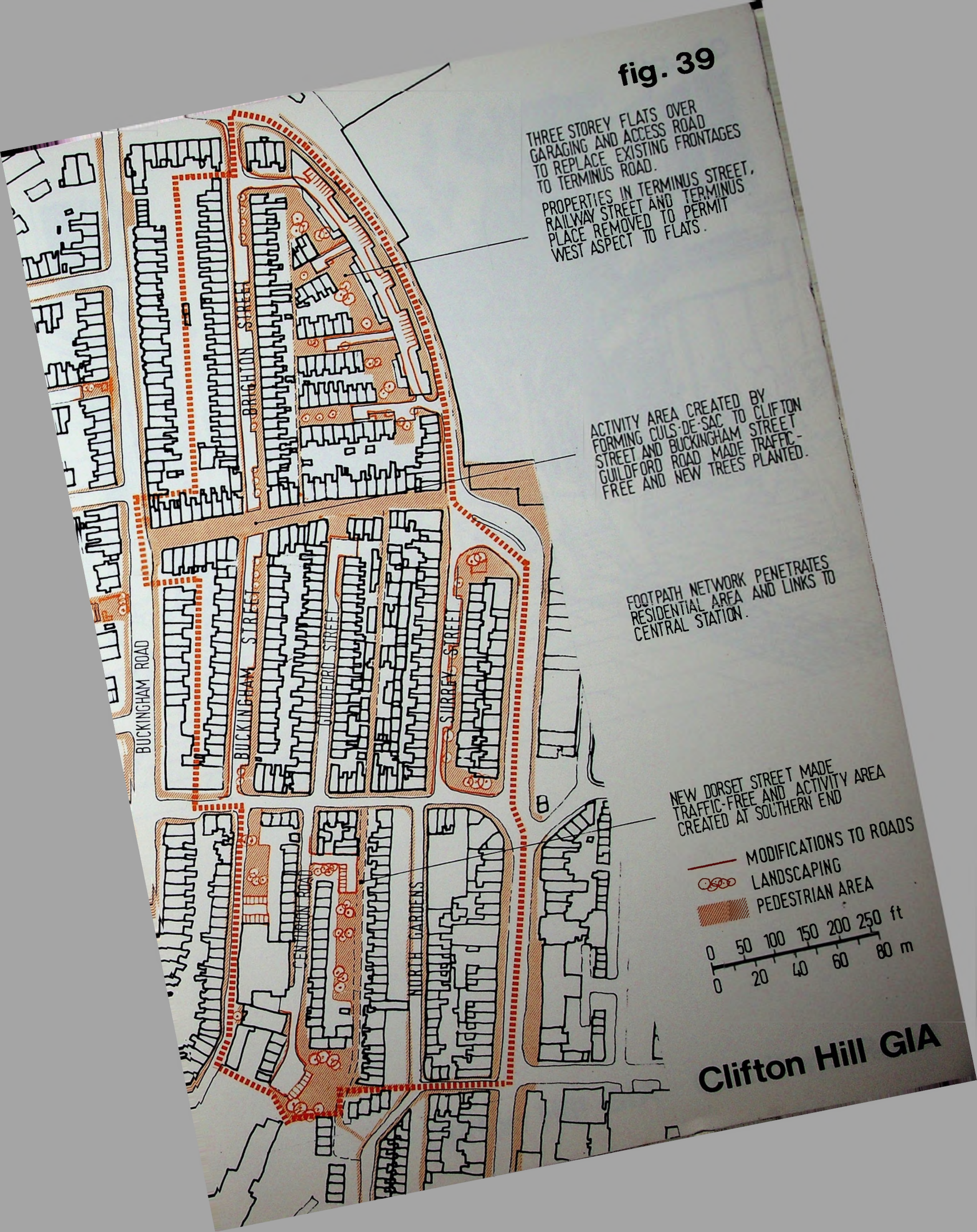


fig. 39
THREE STOREY FLATS OVER GARAGING AND ACCESS ROAD TO REPLACE EXISTING FRONTAGES TO TERMINUS ROAD.
PROPERTIES IN TERMINUS STREET, RAILWAY STREET AND TERMINUS PLACE REMOVED TO PERMIT WEST ASPECT TO FLATS.
ACTIVITY AREA CREATED BY FORMING CULS-DE-SAC TO CLIFTON STREET AND BUCKINGHAM STREET GUILDFORD ROAD MADE TRAFFIC-FREE AND NEW TREES PLANTED.
FOOTPATH NETWORK PENETRATES RESIDENTIAL AREA AND LINKS TO CENTRAL STATION.
NEW DORSET STREET MADE TRAFFIC-FREE AND ACTIVITY AREA CREATED AT SOUTHERN END
BUCKINGHAM ROAD
BRIGHTON STREET
BUCKINGHAM STREET
GUILDFORD STREET
SURREY STREET
PENDRUDDOCK ROAD
NORTH GARDENS
MODIFICATIONS TO ROADS
LANDSCAPING
PEDESTRIAN AREA
0 50 100 150 200 250 ft
0 20 40 60 80 m
Clifton Hill GIA

fig. 40

Clifton Hill GIA - Guildford Road

There are proposals for a new Brighton Free Church but it is suggested that extension and renovation of the existing buildings, which have considerable quality, could be a more suitable solution. The site in Zion Gardens could be used for a three storey office building (Fig.37).

London Road Area

(a) Survey and analysis (Fig.64)

Topography and visual character

6.41 The London Road area is located in the western valley which joins the Valley Gardens at St. Peter's Church. The area is divided by London Road with the part to the west having a generally poor visual quality, with some exceptions, whilst that to the east is better and relates to the open space network of the Valley Gardens with some architecturally good frontages.

Roads

6.42 Two main roads cross in the area; A23 from London and A27 from east and west Brighton. The junctions are south of The Level where London Road connects with Lewes Road, through St. Peter's Place, and at Preston Circus where it joins New England Road. Ditchling Road also carries considerable numbers of vehicles. The area is, therefore, affected by major flows of through traffic. Viaduct Road acts as a cross route between the A23 and the Lewes bound section of the A27. Bus routes operate on all these roads. No other roads carry significant traffic flows.

Parking

6.43 Although London Road is a major shopping street, only one purpose-built car park is provided in its vicinity, that under Theobald House. Large areas of slum clearance have resulted in temporary surface car parks behind the London Road frontages, but these sites are likely to be redeveloped in the near future.

Pedestrian areas and open space

6.44 Major open spaces occur on the east side of the area at The Level and Park Crescent. To the south there is the network of open spaces in the Valley Gardens.

Shopping and entertainment

6.45 London Road is one of Brighton's primary shopping streets, with almost continuous frontages both sides from The Level to north of Preston Circus; many large multiple shops and stores are located in this street. The Open Market is situated to the east of London Road, and most of the public houses in the area are located in its vicinity. A branch of the main shopping area continues into New England Road. Trafalgar Street to the south of the area is also a shopping street of a more local and specialised nature. The Duke of York cinema at Preston Circus provides local entertainment facilities.

Offices and commerce

6.46 There are no concentration of commercial or office accommodation but small units are scattered throughout the area.

Industry

6.47 The British Rail freight yards and National Carriers Limited goods shed to the west of the area provide the most important industrial activity in the area, although new flatted factories, depots and engineering works are concentrated along the line of New England Street. Small local industries and workshops are located behind the London Road and Trafalgar Street frontages.

Residential

6.48 As a result of slum clearance there are now only small groups of housing to the west of London Road, and most of these are soon to be cleared. Between London Road and Ditchling Road there are many terraces of housing, mostly in good condition although lacking in general amenities. Theobald House is the largest single residential development in this area.

Education and worship

6.49 The Technical College Department of Commerce and Catering is situated between Trafalgar Street and Cheapside. The College also has an annexe in Francis Street. There is a primary school attached to St. Bartholomew's Church. The church dominates the area, particularly since the surrounding properties have been demolished. There are three other churches in the area, including the very fine St. Peter's Church in the Valley Gardens nearby.

Services and utilities

6.50 The headquarters of the Fire Brigade are at Preston Circus. The British Rail passenger station – Brighton Central, to the west of the area attracts considerable volumes of commuter traffic, buses, taxis and pedestrians.

Listed and local interest buildings

6.51 St. Bartholomew's Church and its vicarage in London Road are listed buildings, but apart from small groups associated with the Valley Gardens there are very few notable buildings in the area.

(b) Proposals (Fig.65)

6.52 The general strategy for the London Road local area is one of renewal and new development with an emphasis on improving the shopping environment of London Road.

6.53 New road construction is a dominant feature of the area involving the building of the northern section of the road box and a new junction near Preston Circus to provide access to the proposed spine road into the central area of Brighton. The east/west link road connects the A27 Old Shoreham Road with the Ditchling Road/Upper Lewes Road junction north of The Level, whilst the spine road could use a combination of existing roads and railway land in this area. The main roads are described in detail in Chapter 3 and 5.

6.54 A temporary car park with temporary access have been developed by British Rail on the vacant land east of the station. This will eventually be replaced by development intended to include a multi storey car park possibly on the site of the existing NCL goods depot next to Brighton Central Station. A car park for 600 vehicles is also proposed by the Council on the site north of St. Bartholomew's Church. It is expected that car parking will also be a major part of redevelopment proposals by the Council for the Open Market site to the east of London Road in the near future, although access is likely to prove difficult.

6.55 It is intended that London Road should become a mainly pedestrian shopping street, with bus and service traffic only; the latter eventually restricted to certain hours for deliveries. Rear access is suggested in several locations where this is feasible.

6.56 The Technical College is expected to expand its premises to include most of the site south of Cheapside in the near future. This is intended to house the Engineering and Science Department (para.4.71).

Conservation Area

6.57 Parts of the southern and eastern districts of the area are included in the proposed Valley Gardens Conservation Area; this is further discussed under

Conservation Areas in Chapter 5.

Railway land

6.58 Extensions to the existing industrial group around New England Street are likely in the near future, including a second New England House flatted factories scheme. However, a larger concentration of development is proposed as part of a major redevelopment of the railway land, to the east of the railway, which could include a NCL freight and goods depot removed from the congested site next to Central Station, and industrial and commercial premises. Access to the proposed industrial/commercial area would be from the spine road alongside the site. More detailed schemes must await decisions on the precise alignment of the spine road and investigations now being made by developers, but in terms of access by rail and road and the application of the high building policy this would be a very good location for offices. Fig.48 indicates a possible arrangement of land use. Consideration has been given to the use of part of this site for housing purposes but it is considered that it is a very poor location, resulting in a relatively small pocket of housing between the railway and the spine road.

St. Bartholomew's renewal area

6.59 The construction of residential, car parking, and school facilities to the west and north of St. Bartholomew's Church is expected to proceed in the near future. It is intended to provide over 50 dwellings around a square, 528 car parking spaces and a primary school using part of the car park roof as a playground; some provision may also be made for a clergy house adjoining the church. As a second stage to the scheme it is proposed that land already cleared between Ann Street and Cheapside should be developed as a residential area. This should also include some open space and could provide a similar number of units to the first stage scheme. A plan indicating the scale of development for both stages is shown in Fig.41.

Open Market redevelopment

6.60 Plans for redevelopment of the Open Market site to the east of London Road are currently being considered by the Council. The Circus Street Annexe of the former College of Art could be included within this development. It is suggested that the scheme should make provision for car parking; a covered and reorganised Open Market with pedestrian/vehicle segregation; shops, possibly fronting Baker Street and Francis Street; and some residential accommodation, possibly having views to The Level. The nature and scale of redevelopment should be in keeping with existing buildings in the vicinity, particularly in view of the relationship of the site to the Valley Gardens.

North Road Area

(a) Survey and analysis (Fig.66)

Topography and visual character

6.61 The North Road area of Brighton is located on the bottom of the slope on the west side of the Valley Gardens. On the eastern boundary it is reasonably flat but becomes progressively steeper towards Queen's Road on the west boundary. The area was constructed in the early 19th century mostly with two storey housing terraces laid out on a gridiron pattern. Those on the eastern boundaries of the area have facades of good architectural quality, but in general the interior of the area is now in poor condition.

Roads

6.62 Both carriageways of the Valley Gardens carry very heavy traffic volumes and act as the main north/south route into Brighton. North Street and Queen's Road have considerable flows and North Road a fair amount of traffic. All these roads carry bus services.

Parking

6.63 A multi storey car park on the south side of North Road relieves some pressure on street parking in this area. Many of the slum clearance sites in the area are at present used for parking, pending redevelopment.

Pedestrian Areas and Open Space

6.64 The principal pedestrian space in the North Road area is the Pavilion Gardens, adjoining the Valley Gardens, which is open to the public and provides a very pleasant relief from the densely built up area to the north. The Valley Gardens form the eastern boundary of the area, but are at present accessible only with difficulty due to the heavy traffic flows which have to be crossed. Two other smaller green spaces exist in the area, the Presbyterian Church burial ground in Queen's Road, and Pelham Square in the north of the area. Several pedestrian streets and alleys are to be found, including Kensington Gardens which is a successful shopping street.

Shopping and entertainment

6.65 Shopping is a major activity in the area with premises ranging in size from small antique and bric-a-brac shops to larger stores. It is concentrated in several streets throughout the area, including Queen's Road, North Street, Bond Street, Gardner Street, North Road, Kensington Gardens, Gloucester Road, Sydney Street and Trafalgar Street. Entertainment facilities are numerous and include the Regent cinema in Queen's Road and the Astoria Cinema in Gloucester Place; the Essoldo bingo hall in North Street; the Theatre Royal and Pavilion Theatre in New Road; the museum and Library and the Dome in Church Road, and the Royal Pavilion.

Offices and commerce

6.66 There are two major groups of offices, on the east side of Queen's Road and north of North Street. Commercial activities are concentrated in the latter area; there are nine banks in the vicinity. Both office and commercial premises are scattered throughout the remainder of the area.

Industry

6.67 Industrial activity is fairly widespread, and of several types such as the Electricity Works in North Street, the printing works in Kensington Street and a saw mill in Trafalgar Lane. Considerable areas of storage and warehousing are also scattered throughout the area.

Residential

6.68 Much of the housing is concentrated in the northern part of the area between Trafalgar Street and North Road, although some sites have been cleared as slums and certain blocks in poor condition are now derelict. The remainder of the area contains some flats above shops and other accommodation, or purpose built blocks such as Windsor Buildings in Windsor Street. Much of the residential accommodation is of average to poor condition, although a fair amount is worthy of improvement. Some hotels are located on the eastern boundary of the area facing the Valley Gardens.

Education and Worship

6.69 There are no educational facilities, but of the six churches in the area three are of architectural interest; the Chapel Royal in North Street, the Queen's Road Presbyterian Church and Christ Church in New Road.

Services, utilities and special uses

6.70 The PO sorting office and telephone exchange are located off North Road. The Dome and Royal Pavilion are used for special occasions, and apart from their historical and tourist significance, provide some conference facilities.

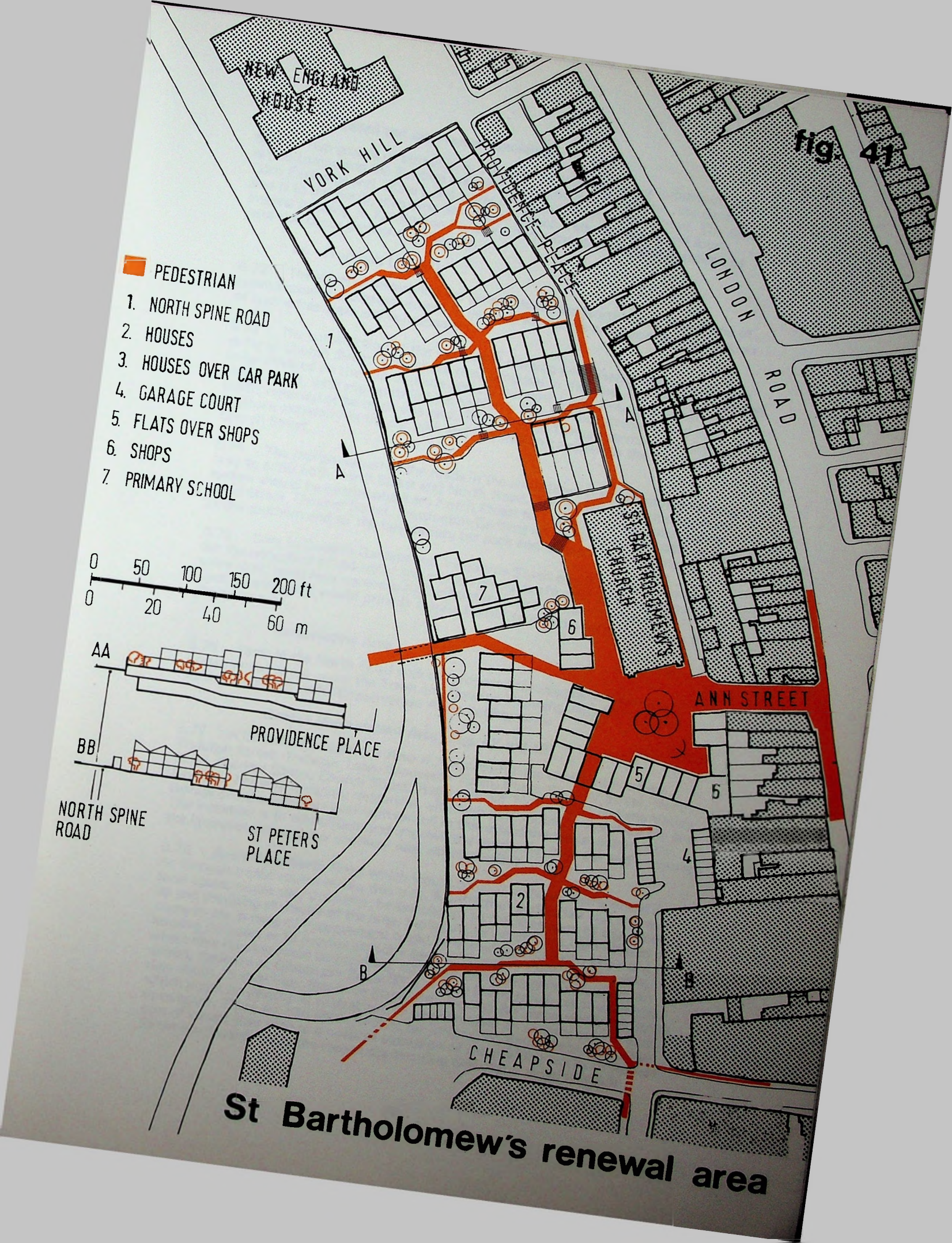


fig. 41
NEW ENGLAND HOUSE
YORK HILL
PROVIDENCE PLACE
LONDON ROAD
ST BARTHOLOMEW'S CHURCH
ANN STREET
CHEAPSIDE
PEDESTRIAN
1. NORTH SPINE ROAD
2. HOUSES
3. HOUSES OVER CAR PARK
4. GARAGE COURT
5. FLATS OVER SHOPS
6. SHOPS
7. PRIMARY SCHOOL
0 50 100 150 200 ft
0 20 40 60 m
AA
BB
PROVIDENCE PLACE
NORTH SPINE ROAD
ST PETERS PLACE
St Bartholomew's renewal area

Listed and local interest buildings

6.71 Two groups of buildings in the area are architecturally important; one is that comprising the Pavilion area, including the Royal Pavilion, the Dome, Corn Exchange and Library and many of the buildings in New Road. The other area is to the north, including St. George's Place, Pelham Square and local interest housing, in Kensington Place and Tidy Street. Individual buildings of note also occur throughout the area.

(b) Proposals (Fig.67).

6.72 The strategy underlying the proposals for the North Road area is one of redevelopment and improvement in general, with some emphasis on the creation of traffic free areas and conservation.

6.73 The construction of the spine road running north/south through the area as far as Church Street is the major road proposal in the area. The road is proposed to be elevated on the approximate line of Trafalgar Lane, Foundry Street and Bread Street, with slip roads linking to North Road. Other streets would have traffic removed or be made one way. The spine road would terminate at its southern extremity in the car park and bus station complex to the south of Church Street.

6.74 The reorganisation of the roads in the area allows bus and service vehicles only to enter both North Street and North Road. The pedestrian shopping street system should be continuous from North Street to Trafalgar Street, comprising Bond Street, Gardner Street, Kensington Gardens and Svdney Street, with links at the southern end to the bus station, car park and central shopping area.

6.75 Sites in Queen's Gardens and Tichborne Street might be made available for the relocation of industrial and storage premises affected by the proposed spine road; some new warehousing facilities may also be constructed on this land. Such development would provide a noise barrier to shield existing buildings from the spine road.

Conservation Area

6.76 Parts of the North Road area are proposed for designation within Conservation Areas under the Town and Country Planning Act, 1971; this is further discussed under Conservation Areas in Chapter 5.

General Improvement Area (Figs. 42 and 43)

6.77 A General Improvement Area is proposed for the area contained by Trafalgar Street, Trafalgar Lane, Gloucester Road, Upper Gardner Street, North Road, Gardner Street, Church Street, Regent Street, North Road and the Valley Gardens. The area is mainly residential, although light industry, warehousing and storage and shopping are well represented in this established local community. The intention is to consolidate and improve the residential land use and encourage the improvement of other ancillary uses where possible.

6.78 Apart from North Road which would be used by buses there would be no through traffic routes within this area. A pattern of pedestrian and one way local access routes can, therefore, be established to the advantage of the residential and shopping character of the area. Various sites which have been cleared of slums or are in need of improvement might be considered for redevelopment for housing purposes or to provide amenity spaces. There are three possible sites where new housing could be provided, although some clearance would be required; these are at Gloucester Street/St. George's Mews which could accommodate about 15 dwellings; Blenheim Place with about 5 dwellings; and Vine Street which might be developed with about 15 dwellings and an activity area or small open space. There are also opportunities for infilling on single plots, and other uses of vacant sites such as a possible extension of the printing works in Robert Street northwards on to the vacant site fronting Gloucester Road (Fig.43).

6.79 Owners of listed and local interest buildings within the area such as those fronting St. George's Place, Pelham Square, Kensington Place and Tidy Street should be encouraged to continue with improvements and repainting; similarly the owners of the light industrial and warehousing group around the Gloucester Road/Gloucester Street junction should be encouraged to improve the appearance of their premises. Rear access to the shops in Gardner Street could be organised from the cleared land in Orange Row and Regent Street, so that it can become a pedestrian shopping street. In Sydney Street servicing may have to continue to the fronts of the shops but for limited periods only.

Bus station and car park development – Bond Street/King Street (Fig.44).

6.80 The combined bus station and major car park proposed for the site south of Church Street between Windsor Street and Bond Street, would have vehicular access only from the north. The elevated spine road would enter the lowest car park level and provide access for all private vehicles; up to four levels of parking could be provided, with approximately 1,600 spaces. Service vehicles would enter beneath this road on a parallel route to gain access to the bus station and shopping facilities, parts of which would be partly sunk below existing ground level. Traffic free pedestrian access to bus and car parking levels is available from the west, south and east of the site, from the shopping areas. There could be simple vertical movement between private and public transport levels, by escalators lifts and staircases.

6.81 The development could include replacement of some existing shopping on the west side of Bond Street, possibly with office accommodation over, serviced from within the complex. Bond Street and Portland Street would have vehicular traffic removed and the latter might become a covered way from the bus station to North Street to form the southern access route. To the west of Windsor Street a new shopping development is proposed on the site of the Regent Cinema, with pedestrian malls connecting the bus station to Queen's Road and North Street (Fig.38). There could be some office accommodation over the shops, but the total height of the building should be restricted to three floors. Since it is intended that all bus operators should make use of the bus station and that most services should terminate there, it is clear that it would become a focus of movement interchange in Brighton, being ideally located in the central activity area.

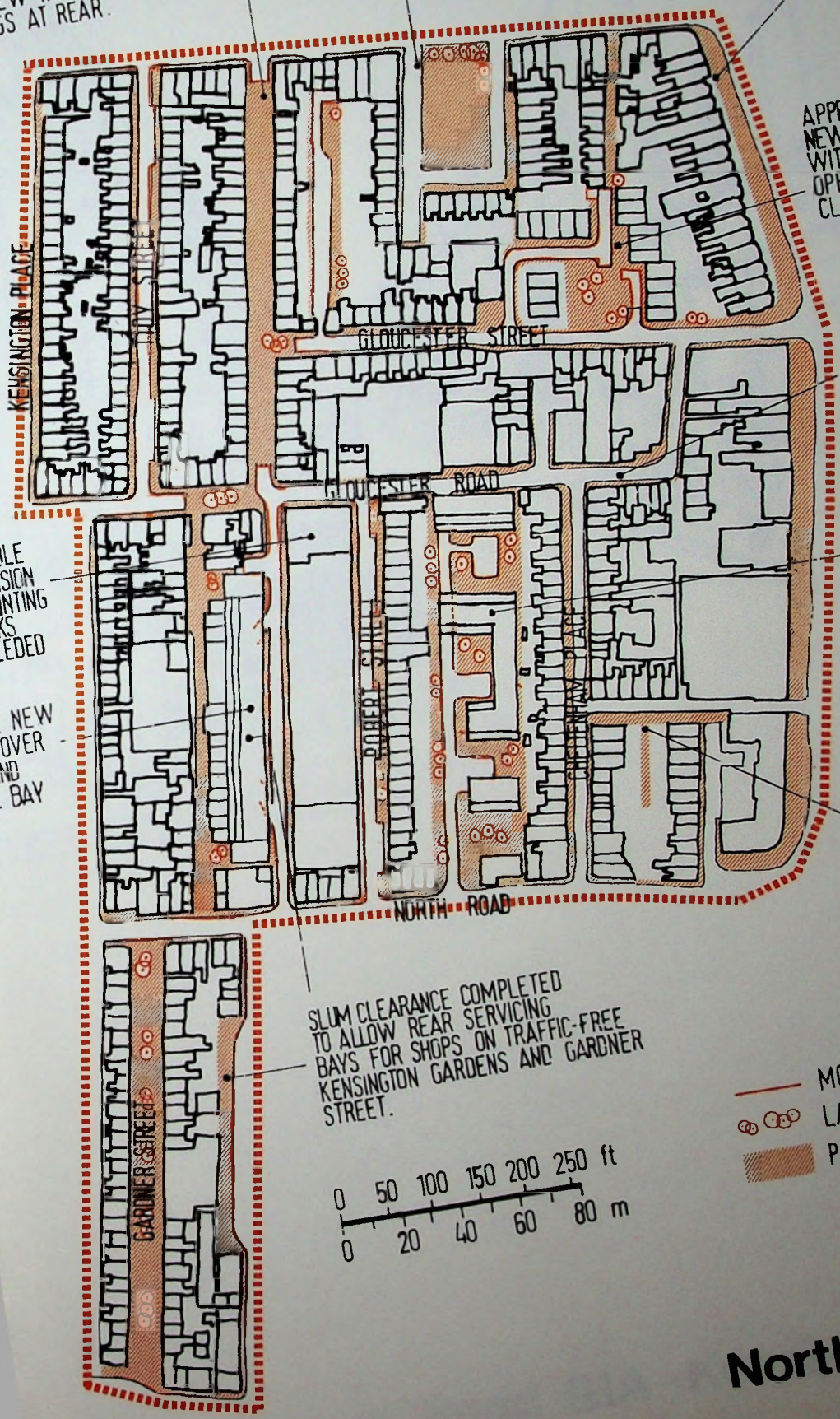
Church Street/Jubilee Street redevelopment (Fig.45)

6.82 A major office development site is available on partially cleared land at Church Street/Jubilee Street, which would also provide further accommodation for civic needs. It is thought that about 80,000 sq.ft. of office floor space might be sited here, without exceeding a height of four storeys on the east side of the site and six storeys on the west side; this would protect existing views from the Pavilion and Valley Gardens. Some residential accommodation should be provided and the frontage to the Valley Gardens retained and possibly serviced from the rear. Civic buildings to be provided should include a new Central Library, and also facilities for educational, youth and specialised needs, and possibly music and record libraries; and a swimming pool. Operational access should be from North Road rather than Church Street, which is proposed as a pedestrian street at that point.

Frederick Street/Frederick Place commercial redevelopment.

6.83 It is proposed that the existing concentration of office accommodation on the east side of Queen's Road near the Central Station could be enlarged. New development is already proposed for a site in Frederick Place and it is thought that similar accommodation, not exceeding six storeys in height, could be constructed on the east sides only of both Frederick Street and Frederick Place. This would consolidate office development in the area, and should provide sufficient floor space to relieve pressure on other sites within this local area.

fig. 42

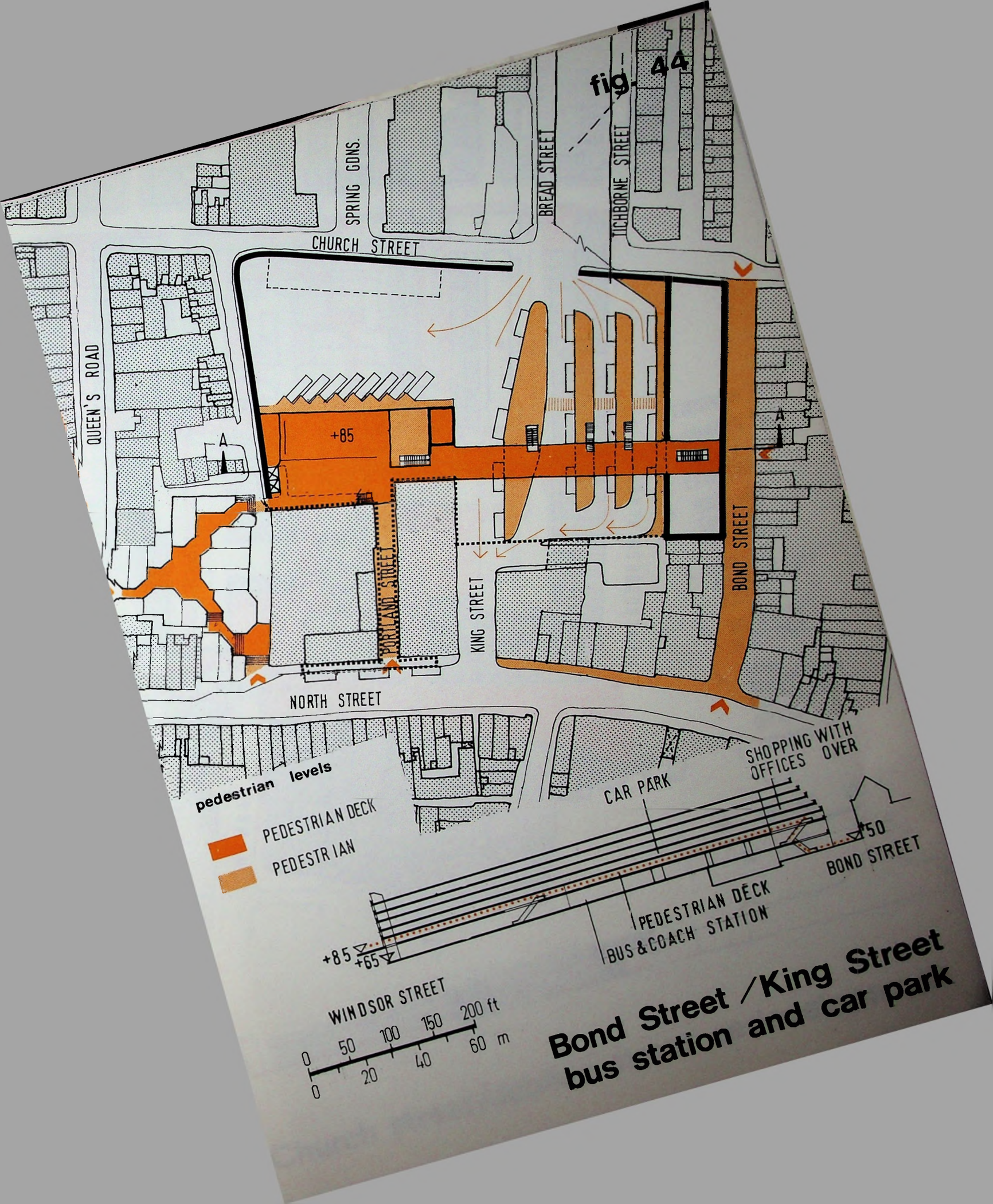


North Road GIA

fig. 43

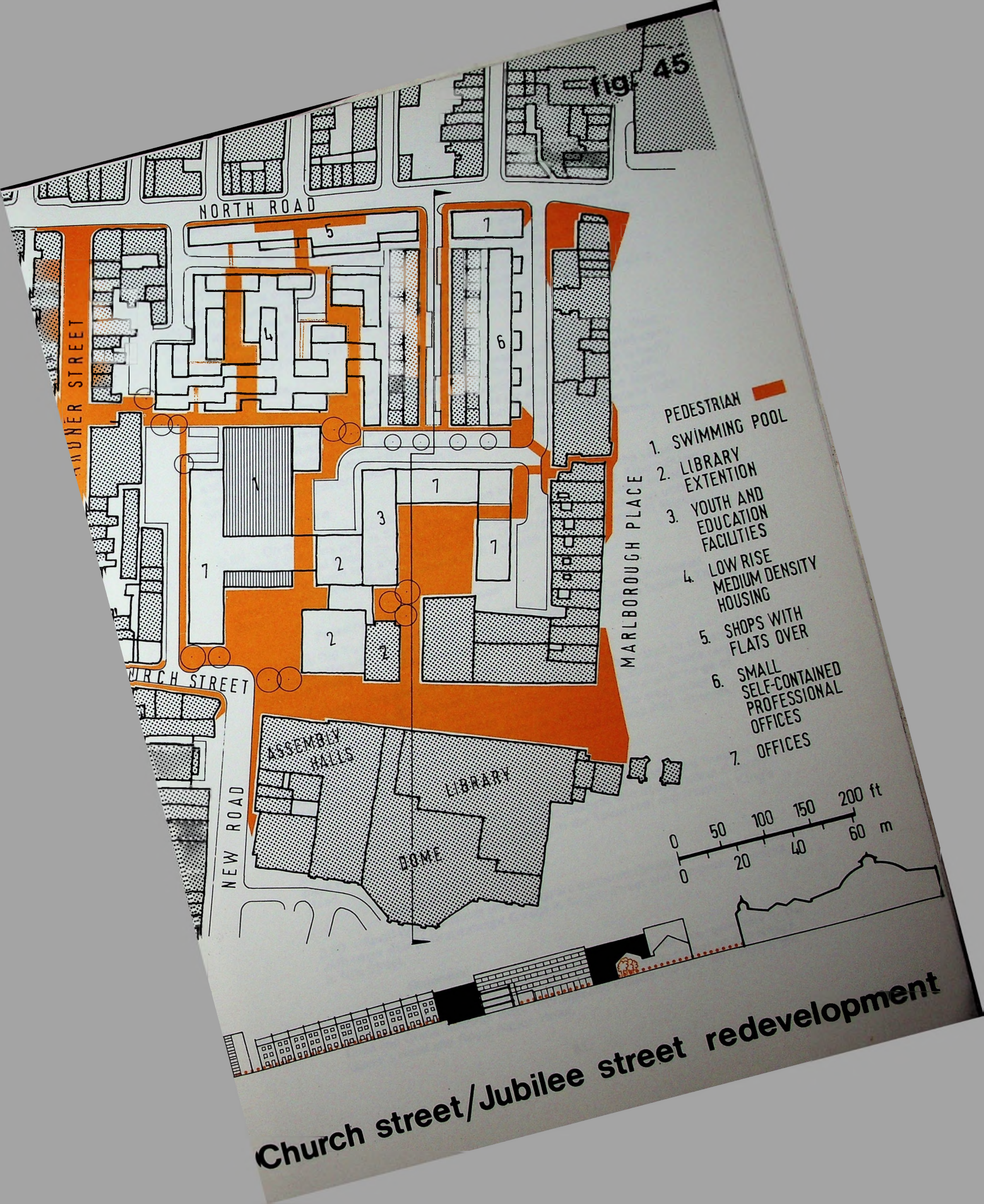
North Road GIA - Kensington Street

fig. 44



Bond Street / King Street bus station and car park

fig. 45



Church street/Jubilee street redevelopment

Old Town Area

(a) Survey and analysis (Fig.68)

Topography and visual character

6.84 The Old Town area is located at the seaward end of the central valley on flat land; it was the original site of the old fishing village of Brighthelmstone. The original street pattern enclosed by East Street, North Street and West Street still remains and the area has retained its intimate character of small scale spaces, mediaeval streets and twittens, including the district known as The Lanes, of great visual appeal. There are many fine groups of buildings with a general building height of three to five storeys.

Roads

6.85 The Old Town is bounded by traffic routes comprising King's Road, West Street, North Street and Old Steine. Of these King's Road and the Old Steine carry very heavy traffic flows, and consequently their junction at the Aquarium is badly congested. West Street and North Street also carry fairly large volumes of traffic and buses and service vehicles use all these roads; Pool Valley and the Old Steine are used as bus stations. Within the Old Town area traffic flows are relatively light, although some pedestrian/vehicle conflict arises in streets such as East Street.

Parking

6.86 On street metered parking is widespread in the area, often to the visual detriment of streets such as King's Road, parts of Ship Street, Prince Albert Street, Market Street and Middle Street. Public off street car parks are provided in the vicinity of the Town Hall and privately by the Old Ship Hotel. There is an underground car park below Brighton Square, and a smaller park has access off Market Street.

Pedestrian areas and open space

6.87 The Old Town is rich in pedestrian routes, particularly in its mediaeval twittens and the area known as The Lanes, which includes Brighton Square. These routes are a famous attraction and well frequented.

Shopping and entertainment

6.88 The Old Town has a predominant shopping use, concentrated in the area of The Lanes and around East Street, North Street and Duke Street. Shops range from small antique and specialist shops to larger stores and sell a wide range of commodities. Public houses and restaurants are plentiful in the area; other entertainment facilities include the Hippodrome, Academy and ABC cinemas, amusement arcade and various clubs.

Offices and commerce

6.89 Offices occur in various parts of the Old Town but tend to be fewer in the area of The Lanes and more concentrated towards Old Steine. Local Government offices in particular are located there, in the Town Hall and fronting King's Road.

Industry

6.90 Small light industries and storage are scattered throughout the Old Town, with larger sites at Dreadnought Garage in Middle Street and the printing works in Nile Street.

Residential

6.91 Residential accommodation occurs throughout the area, generally in the form of flats above shops or other uses. Hotels are concentrated on the King's Road and Grand Junction Road frontages and include the Old Ship Hotel, the Queen's Hotel and Royal Albion Hotel.

Education and worship

6.92 A primary school in Middle Street is the only educational building in the area; it is housed in a Victorian building which is being replaced. There are four places of worship, one a synagogue, and several being of fine architectural character; meeting halls are also located in the area.

Services, utilities and special uses

6.93 The Post Office has two premises in the Old Town, the Head Post Office in Ship Street and a garage in Middle Street.

Listed and local interest buildings

6.94 The Old Town area is rich in listed and local interest buildings, mainly because redevelopment has not in general been allowed to supplant them. The greatest concentration of fine groups of buildings occurs in The Lanes area, but many others occur throughout the area.

(b) Proposals (Fig.69)

6.95 With the exception of three sites the overall strategy for proposals in the Old Town local area is exclusively related to conservation and the removal of traffic to create pedestrian areas.

6.96 Under the proposed road network for the area, King's Road/Grand Junction Road remains a principal traffic route, and West Street becomes a district distributor. North Street and the west side of Old Steine are proposed as service and bus routes with all through traffic removed. Within the Old Town the intention is to provide service access whilst removing all extraneous traffic from the busy narrow streets. A number of streets are proposed to be used by pedestrians only including Prince Albert Street, most of East Street, parts of Duke Street, Ship Street, Middle Street, Market Street and Brighton Place.

6.97 Service access, either permanent or limited-time is obtained from a network using the most suitable routes in environmental terms; this may involve possible routing through yards and other sites at present in use. Service loops can be created using the Post Office garage site, Middle Street and South Street and also by using the rear access yard south of Duke Street in conjunction with the Dreadnought Garage redevelopment and Ship Street. A further loop around new development on the Town Hall site would use Black Lion Street, Nile Street, Market Street and Bartholomews. East Street could be serviced from North Street as far as the Sussex Hotel, with access also through Steine Lane, whilst the southern end would be served by King's Road and Pool Valley, when the latter ceases to operate as a bus station.

6.98 This network would have mainly one way movements, and would allow efficient and safe pedestrian use of the streets in the area. No servicing distances resulting from the suggested scheme would be significantly longer than those already obtaining in the area of The Lanes. On street parking should be strictly controlled in this area.

6.99 In addition to the greatly increased amenity afforded by these measures to residents, traders and visitors alike, it is also intended that pedestrian areas in the Old Town should be increased. Two sites are proposed; one in the Town Hall area, which would provide new facilities, open spaces and paths including possible use of an existing subway to the Esplanade and the other at Dreadnought Garage which could be developed in a similar way to Brighton Square but on a larger scale, possibly with two such squares.

Conservation Area

6.100 The Old Town area is proposed for designation under the Town and Country Planning Act 1971 as a Conservation Area; this is discussed further under Conservation Areas in Chapter 5.

Dreadnought Garage redevelopment (Fig.47)

6.101 Although no firm proposals exist for the redevelopment of this site, it is considered that a brief should be suggested in view of the importance of the area. The existing light industrial use should be removed and replaced with underground car parking and commercial/residential accommodation over, as the most desirable land use for this location. A car park for about 100 vehicles could be provided below ground level, with a pedestrian network of squares and paths above, planned around a group of shops. Two existing public houses fronting Duke Street and Ship Street could be extended into these pedestrian areas within the proposed scheme, and a general atmosphere similar to that of Brighton Square could be produced. About 60 flats and some professional office accommodation would be situated above these shops, using the car parking facilities below.

6.102 The scheme proposed (Fig.57) can be seen as an extension of the pedestrian network within the Old Town, and linking west to the Churchill Square shopping area, north to the bus station and Clock Tower area, and east to The Lanes. Servicing could be facilitated by access from parts of Duke Street, Ship Street and a new service road from West Street.

6.103 It is intended that both Boyce's Street and that part of Middle Street should become traffic free, and the opportunity might be taken to include the new primary school in the pedestrian precinct to be created within the mixed land use scheme suggested for the total site. Vehicular access to the school site would then be from a new service road using the existing yard to the south of Duke Street, and connecting through to West Street and part of Duke Street.

Town Hall area redevelopment

6.104 With the proposed move of all Local Government Offices and facilities to the vicinity of St. James's Street, an opportunity exists to redevelop the locality of the Town Hall. The building itself has character and should be retained, but most of the buildings fronting King's Road are of no great architectural merit. This important sea front site should be redeveloped and it is suggested that the most desirable land uses would be a hotel, arts centre, commercial, residential and leisure facilities over an underground car park.

6.105 A possible scheme is shown in Fig. 46. The proposed car park could hold 500 vehicles,access being arranged by ramps from Black Lion Street and Little East Street. A 250 bedroom luxury hotel would be well sited facing the sea and would have rear service. Leisure amenities could be provided in a winter garden glazed building taking advantage of sunlight, views and a possible direct connection by subway through the existing deep basement archway under King's Road to the Esplanade. The pedestrian spaces formed by other amenities would, therefore, link directly from The Lanes to the sea front with little extra cost.

6.106 It is suggested that the Town Hall could be converted into an Art Gallery as part of an Arts Centre. A new building would connect to the south frontage of the Town Hall and contain studios, teaching spaces and workshops, and an exhibition space to be used in conjunction with a small square off the main open space. The Arts Centre would function as a cultural centre providing contact between artists and teachers in many creative fields and the local or visiting public.

6.107 Opposite the Arts Centre group and across the open space formed in front of the Art Gallery, a small shopping square with a cafe could be located, with residential and professional office floor space above. The west side of the square could be contained by the existing wall of the Floral Hall, with some improvement to its condition, and servicing would be from Black Lion Street. Operational parking for all these facilities could be provided by the car park below, and Market Street south of Prince Albert Street would be absorbed into the pedestrian open spaces, which would be protected from the high coastal winds by the hotel.

St. James's Street Area.

(a) Survey and analysis (Fig.70)

Topography and visual character

6.108 The St. James's Street area bounded to the south by the sea front and to the west by the Valley Gardens is situated on ground rising fairly steeply from the valley, but tending to be less steep away from the sea. The area is planned on a rectilinear pattern and consists of mainly 19th century terraced housing up to four storeys in height, many of them of excellent architectural quality.

Roads

6.109 Marine Parade King's Cliff is a wide and busy through traffic route, and together with Edward Street further north, large volumes of coastal traffic pass either side of the local area. St. James's Street is a busy road also with considerable congestion due to pedestrian/vehicle conflict caused by the shopping facilities. Upper Rock Gardens carries some traffic and Madeira Drive, especially in summer can have quite heavy flows. The junction between Grand Junction Road, Old Steine, Marine Parade and Madeira Drive at the Aquarium roundabout is very seriously congested.

Parking

6.110 There are small car parks on unused land in the area, and one or two larger parking sites north of Edward Street operated by the Council, but only on a temporary basis. There is also a permanent car park in the basement of the Police Station. On street parking is quite widespread in the area.

Pedestrian areas and open space

6.111 There are three open spaces, at Dorset Gardens and St. James's Place allotments, both in private use, and New Steine which is a residential square open at its north and south ends. Pedestrian activity spaces on the roof of the Aquarium, although unsightly, are well used in the summer, and St. James's Place is a pleasant path behind the shopping area of St. James's Street.

Shopping and entertainment

6.112 St. James's Street is one of Brighton's principal convenience shopping streets comprising mainly small units with a few larger multiple stores. George Street and Edward Street also have some shops but there is almost no shopping activity in the area north of Edward Street, apart from the Municipal Market. The area has many public houses but very little in the way of entertainment, the Aquarium and nearby Palace Pier being the only large public facilities.

Office and commerce

6.113 Much of the western frontage facing the Valley Gardens is in use as office accommodation, together with several other locations behind the frontage. Local Government offices exist in Prince's Street and further north on Grand Parade.

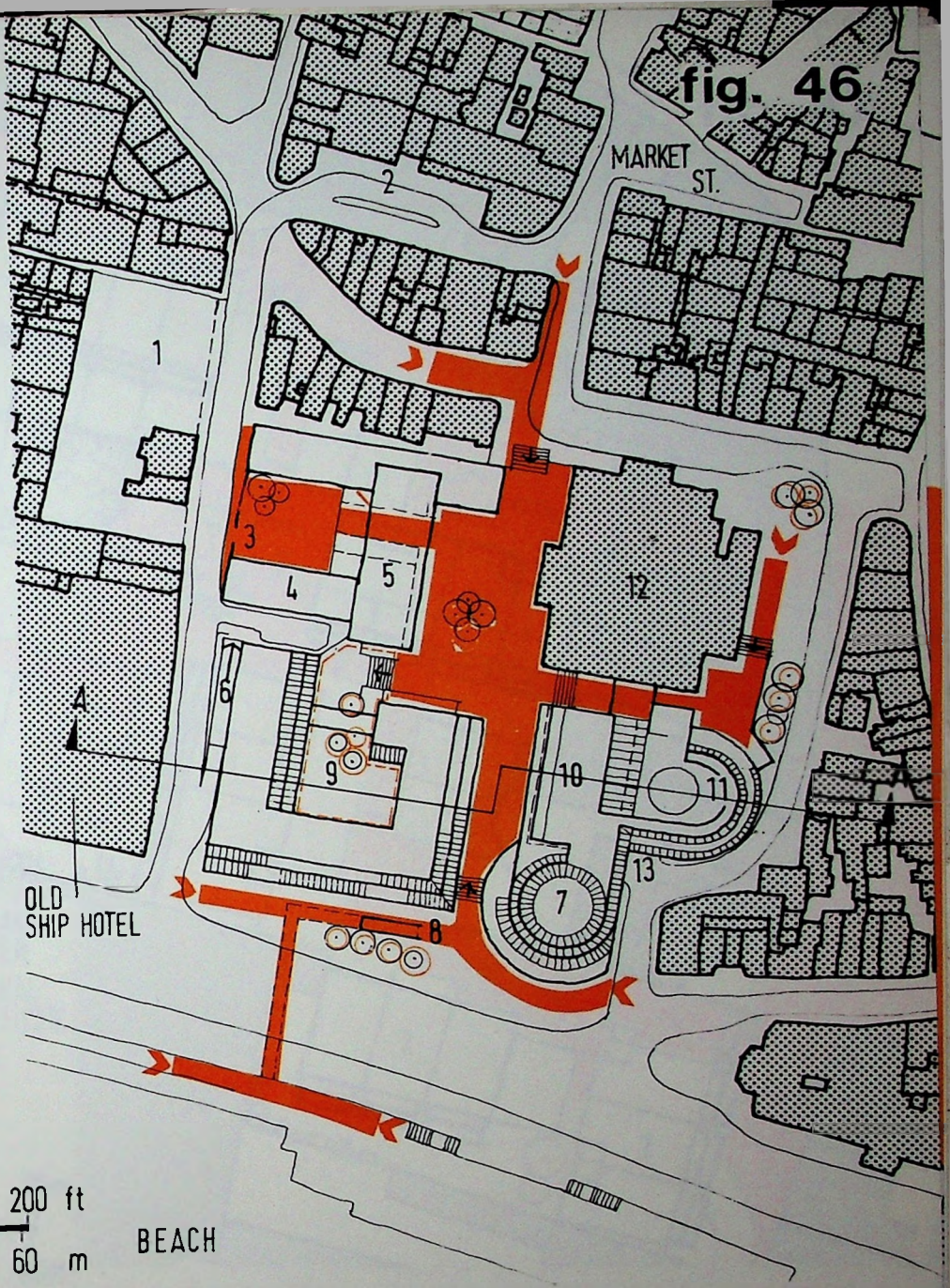
Industry

6.114 Small light industrial sites, garages, warehousing and storage sites are scattered between Edward Street and Marine Parade, but do not constitute a significant land use in the area. The Aquarium Garage on Marine Parade has a fairly large site.

Residential

6.115 South of Edward Street there is a considerable amount of residential accommodation in terraces and above shops. A large Council development, including the high slab block at St. James's House, is nearing completion in

fig. 46



1 PROPOSED OFFICE DEVELOPMENT
2 UNLOADING BAY
3 EXISTING WALL ENCLOSING SHOPPING SQUARE
4 SHOPS WITH RESIDENTIAL OVER
5 SHOPS WITH OFFICES OVER
6 ENTRANCE RAMP TO UNDERGROUND CAR PARK
7 "WINTER GARDEN" AND BIRD MUSEUM
8 RAMP TO EXISTING SUBWAY TO PROM.
9 HOTEL - APPROX. 250 BEDROOMS
10 EXPERIMENTAL ARTS HALL USED WITH SMALL GALLERIED SQUARE
11 ARTS CENTRE AND STUDIOS
12 OLD TOWN HALL CONVERTED TO ART GALLERY AND MUSEUM
13 EXIT RAMP FROM CAR PARK

PEDESTRIAN

0 50 100 150 200 ft
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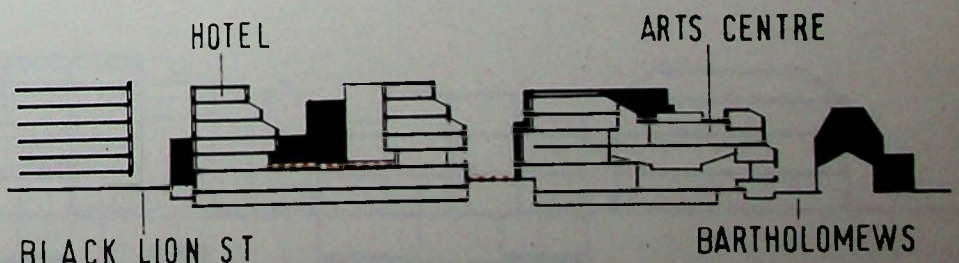
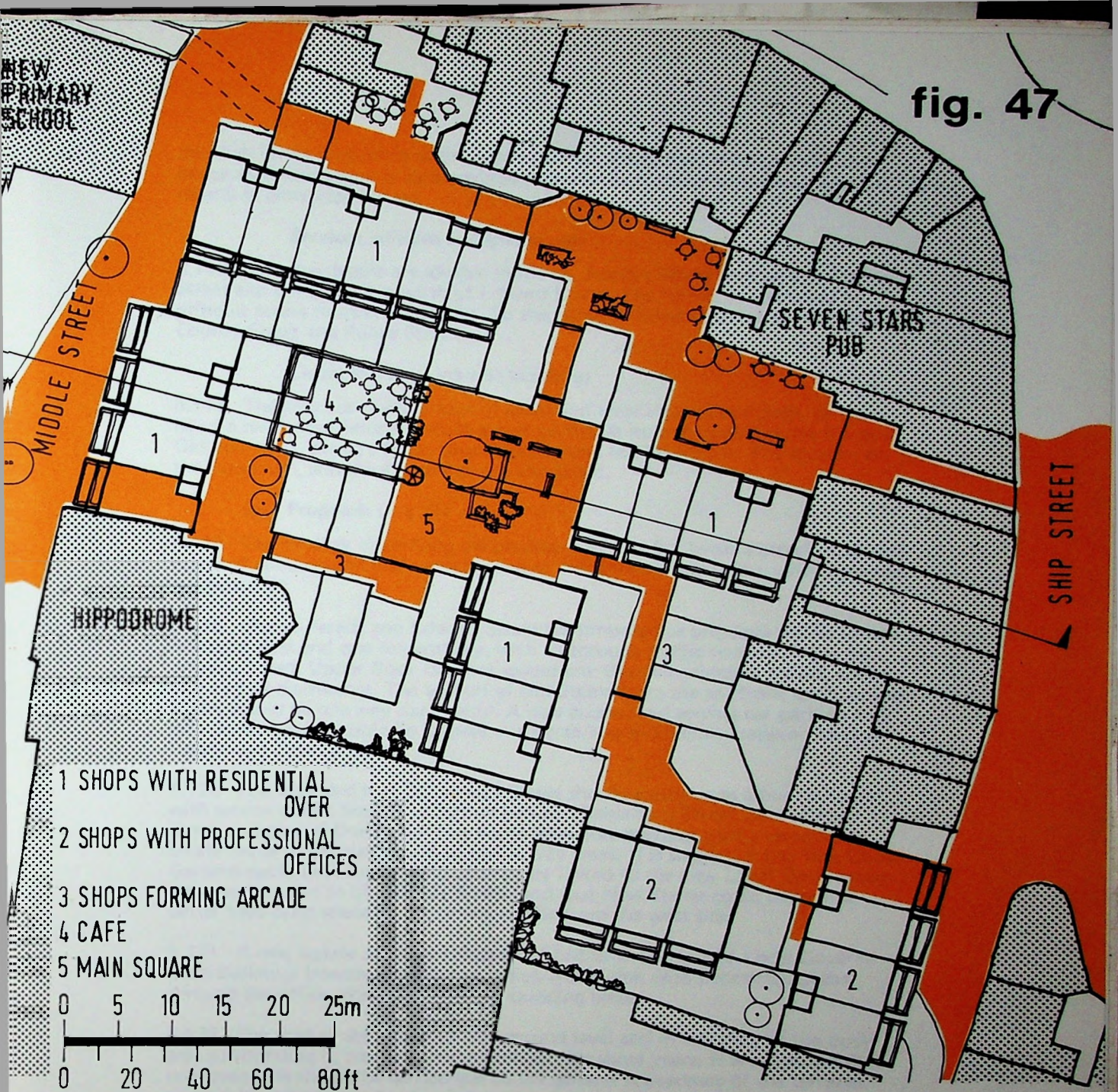
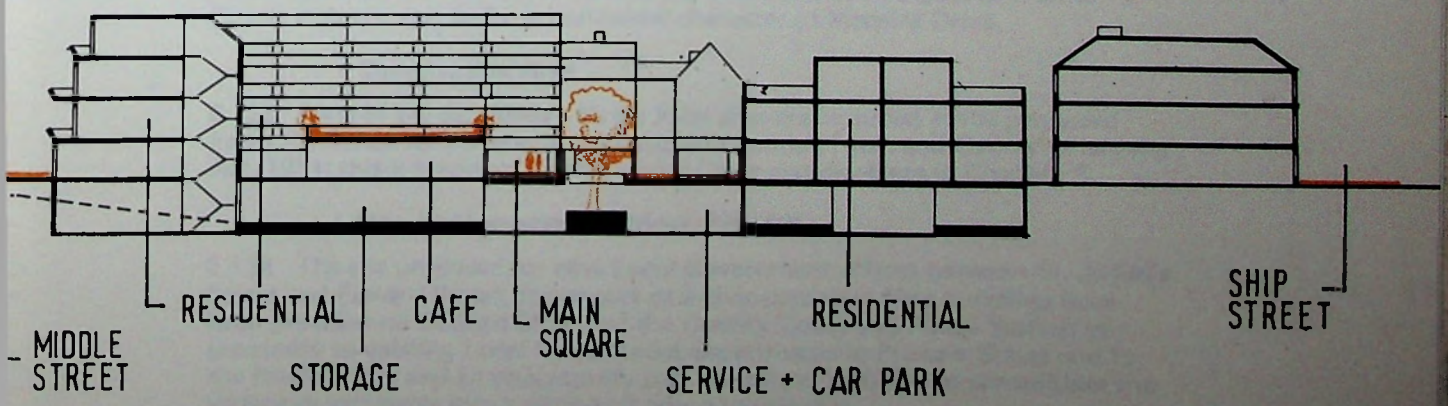


AA

Town Hall area redevelopment

fig. 47





Dreadnought Garage redevelopment

the High Street area north of St. James's Street. Considerable hotel and guest house accommodation is concentrated towards the Marine Parade area, located mostly in converted houses.

Services, utilities and special uses

6.116 Two bus depots are located in the St. James's Street area, one in Steine Street and the other just north of Edward Street. The former is restricted by difficult access to its cramped site. To the north of Edward Street are the new County Court and Police Station.

Listed and local interest buildings

6.117 The area has many groups of listed and local interest buildings, primarily of a residential nature. Certain are of particular note including those fronting Old Steine, St. James's Place, Charles Street and Marine Parade. The interior of the Aquarium, and the Palace Pier are also listed.

(b) **Proposals (Fig.71)**

6.118 The strategy underlying the proposals for the St. James's Street local area is one of conservation and restructuring of the traffic distribution, with some new development.

6.119 Marine Parade and Edward Street are proposed as principal traffic routes from the west and east respectively, with all through traffic removed from St. James's Street. Upper Rock Gardens would link the two principal routes, acting as a district distributor. The section of Old Steine from the sea front to Richmond Street would be one way north only. A new access road serving car parking and new developments could be formed in a north/south direction between Marine Parade and Edward Street.

6.120 It is intended that St. James's Street should continue as a bus route but with service traffic limited to certain periods. Camelford Street, part of High Street and part of Dorset Gardens could have non-essential traffic removed to create better pedestrian access to traffic free areas. It is suggested also that Dorset Gardens could become a public open space linked to the new Local Government development and to St. James's Street, and that New Steine could become a better used open space by restricting traffic from the west side.

6.121 A new square could be created in front of the proposed Local Government Buildings fronting Old Steine, which would link with pedestrian paths through the office complex to the surrounding areas.

6.122 The roof of the Aquarium, at ground level and in full view of the busy area surrounding it, has remained a problem for some years. It is suggested that improvements should be carried out to the general appearance of the terraces, perhaps by introducing further entertainment or leisure spaces, but not by any building, which would tend to disturb the views and open aspect of Marine Parade in particular, and the horizontal character of Madeira Drive.

Conservation Area

6.123 Parts of the St. James's Street local area are included in the proposed East Cliff Conservation Area to be designated under Town and Country Planning Act, 1971; this is discussed further under Conservation Areas in Chapter 5.

New local goverment offices (Fig.48)

6.124 The site proposed for new Local Government offices between St. James's Street and Edward Street, forms part of a civic complex. New buildings have been provided on Edward Street for the County Court and Police Station in proximity to existing Local Government departments in Prince's Street and to the Pavilion area and an opportunity can, therefore, be taken to consolidate the various departments into a close-knit group in this area.

6.125 It is intended that as many as possible of the fine residential terraced buildings in and around the site should be conserved, and adequate space would still be available for an office development of up to five storeys to accommodate the various departments. It is proposed that the terrace in St. James's Place should be preserved, and behind the terrace fronting George Street, a four storey car park with a capacity of about 500 vehicles can be accommodated. This would be served by a new access road from St. James's Street, which could also link through the site for service and parking access only to Edward Street.

6.126 Ancillary accommodation could be provided on the site of the existing bus station north of Edward Street and opposite the main local government site; if necessary the two sites could be linked by a pedestrian bridge. A square facing the Pavilion across Old Steine and other pedestrian areas and routes are proposed as part of the scheme for the main site, allowing free movement between the civic facilities and the St. James's Street shopping area and the Dorset Gardens open space to the east of the site.

Manchester Street/Charles Street redevelopment

6.127 An opportunity to redevelop the Manchester Street/Charles Street area is suggested as a result of the proposed move of the existing bus depot and possibly involving other properties. The listed houses in Charles Street should be retained as part of a residential development which could include a hotel with a height limit suggested at four storeys.

Aquarium Garage/Marine Parade redevelopment

6.128 The vacant site fronting Marine Parade and attached to the Aquarium Garage at Camelford Street is suggested for possible redevelopment. Luxury flats, with residents' parking in the improved garage premises would be a desirable land use, with a building height of four to five storeys.

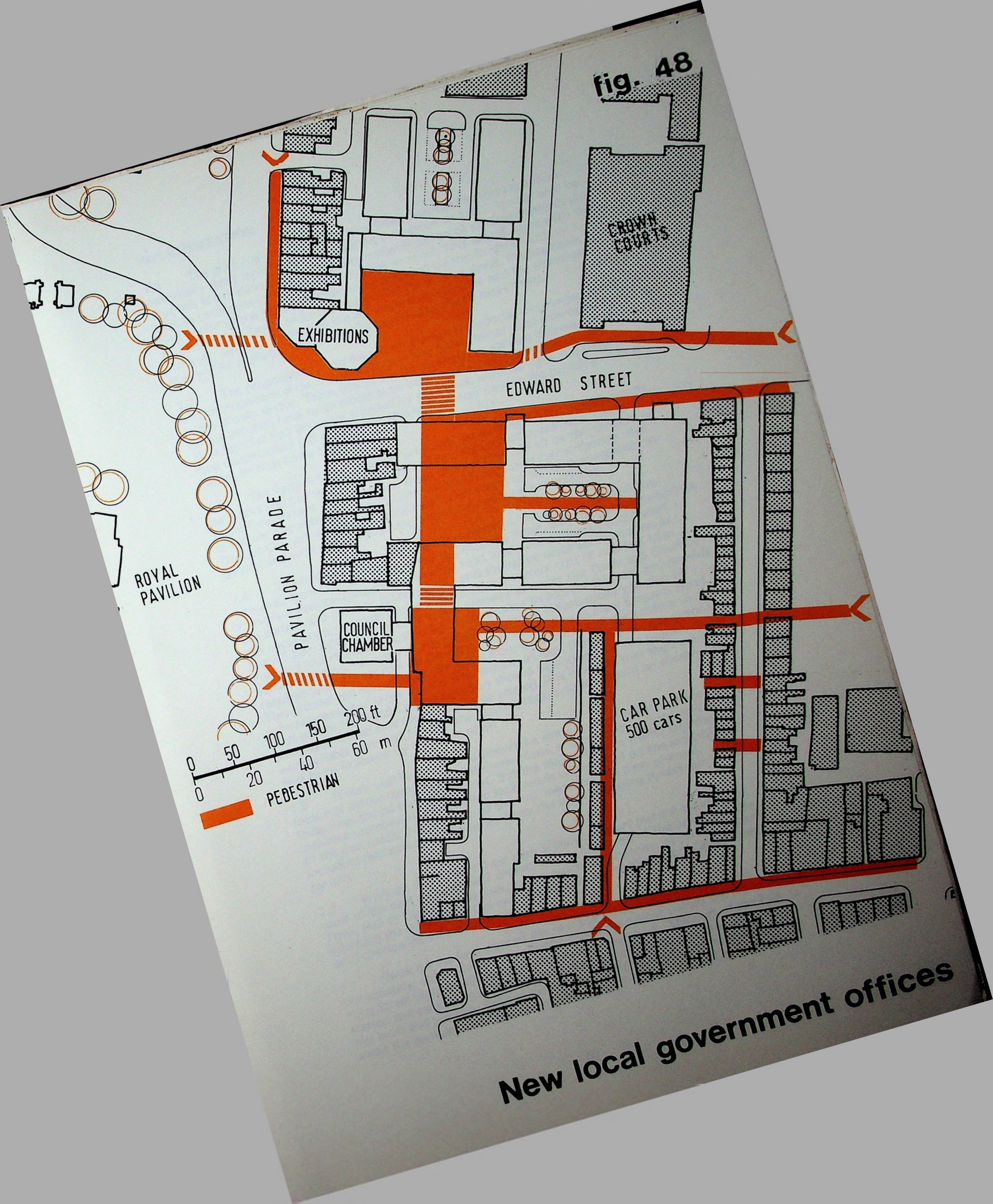
John Street/Mighell Street redevelopment

6.129 In addition to the Crown building already under construction, a further office development with an area of 297,000 sq. ft. for American Express has received planning permission and an Office Development Permit. This is likely to cause serious problems of traffic generation and car parking.

George Street residential development

6.130 The east side of George Street is currently occupied by light industrial and storage premises which could be redeveloped in the future. A desirable land use in this area would be residential, and of a character such as town houses which would complement the terrace of local interest houses opposite.

fig. 48



New local government offices

IMPLEMENTATION

7.1 The planning proposals that have been described in this report are essentially short term in nature, covering the period to 1981. It may well be that this is too short a period for the implementation of all the proposals and that an extension to 1986 should be kept in mind. This would agree with the first period of the Structure Plan being prepared by the Brighton Urban Structure Plan Team, and cover the period for Action Areas. Precise dates are, however, less important than the demands that will arise and the resources that will be available to carry out the various works to meet them.

7.2 The proposals fall into four main groups; transportation, conservation and improvement areas, new buildings in the public sector, and new buildings in the private sector. These groups are inter-related to varying degrees, since certain projects have to be undertaken before others can be implemented. Thus families that are to be affected by new roads must be rehoused before road construction can commence; this in turn may require the building of new houses on sites to be cleared.

7.3 The various transportation proposals, new roads, traffic managements, car parks and bus services, form part of one package of operations. Under Local Government reorganisation these components will all be the concern of the upper tier authority, the County, although the lower tier authority, the District Council, will be concerned with the impact of traffic management in general and with conservation and improvement areas in particular.

7.4 To obtain some relief to traffic congestion, the construction of the new road from Old Shoreham Road to Ditchling Road, with the new interchange to replace Preston Circus and the spine road to the King Street/Bond Street bus station and car park is very urgent and should be undertaken as soon as the necessary procedures can be completed at a current cost of nearly £15m (para 5.59). Apart from the statutory procedures under the Town and Country Planning and Highways Acts, it will be necessary to acquire the land and provide accommodation for many of the people displaced. Negotiations will also be required with British Rail on the crossing of the railway at New England Road. This process will take at least five years from the approval of the scheme to the commencement of work on site. This means, in fact, that work on site cannot start before 1979 and up to three years should be allowed for the project to be completed. If the new roads have to be phased, it is essential that the interchange with suitable east-west links to the existing road system, should be constructed first,to be followed by the spine road.

7.5 It may well be possible to undertake some limited traffic management measures before completion of the new roads, and certainly experiment on these lines should not be inhibited. But the major relief to traffic and the maximum removal of traffic from local roads will depend on the availability of the new roads; introduction of the full measures can then proceed, including restrictions on the times when the main shopping streets can be used by cars.

7.6 Work on the York Hill car park is about to start but the building of most of the new car parks will depend on the clearance of the land as at the Town Hall or Open Market sites, or the provision of access, as for those parks adjoining the spine road. The removal of on-street parking must be deferred until the new parks can be provided.

7.7 Work on the first stage of the new bus station could start almost immediately, although the spine road should be available before the Bond Street/ King Street multi storey car park comes into operation. The cost of the bus station and car park is estimated at £1 m at current rates. The provision of bus lanes and bus only links as part of the traffic management measures must await the completion of the new roads.

7.8 The work on Conservation Areas already started by the Local Authority can be continued, although certain traffic measures to improve the local environment may have to be delayed, as already stated.

7.9 Action can also proceed on the necessary steps leading to the declaration of further General Improvement Areas; in these cases there is no reason why the constituent traffic measures should not be put into effect at an early date.

7.10 The provision of the various building projects in the public sector will depend on the relevant local authority programmes; in some cases these will be affected probably by the reorganisation proposals for local government. The provision of new local authority housing will be a priority matter unless dispossessed families can be accommodated in existing housing before clearance is required for road works.

7.11 In the private sector, the new building projects will depend on the intentions of developers, although the Local Authority regard the provision of conference facilities on the site south of Churchill Square as of great priority.

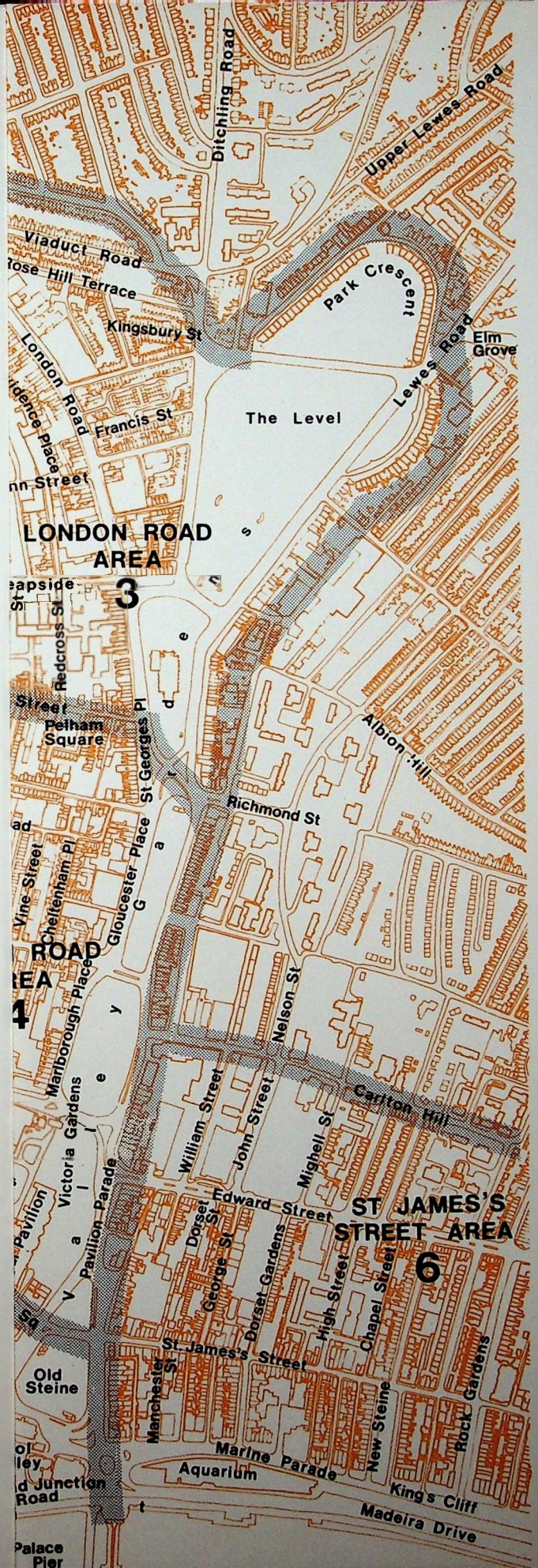
7.12 New shopping development should not take place before near the end of the period, to avoid over provision in the central area.

7.13 Under present circumstances, it is difficult to be precise about implementation programmes, even on such a short term basis, but the key factor in the improvement of the central area of Brighton is the provision of new roads and car parks. This will allow some of the traffic to be removed from some of the roads including the shopping streets and thus benefit pedestrians and provide the opportunity to improve public transport services. This in turn could lead to less reliance on the private motor car. Progress will be slow; this is all the more reason to make a start as soon as possible.

The two aerial photographs in this report are by Aerofilms Limited.

fig. 49

Principal areas & street names



local area boundary

fig. 49

Principal areas & street names

local area boundary

fig. 50

Existing land use

- Shopping
- Business
- Industrial
- Storage
- Residential
- Open Space
- Public Buildings
- W Place of Worship
- CG Central Government
- LG Local Government
- K Cinema
- H Hospital
- C Clinic
- FS Fire Station
- CD Civil Defence
- NS Nursery School
- PS Primary School
- SS Secondary School
- IS Independent School
- TC Technical College
- CA College of Art
- A Place of Assembly
- WM Wholesale Market
- Service Departments & Statutory Undertakers
- WD War Department
- Au/El Electricity Board
- P Car Park
- P Underground Car Park
- B Bus Station or Depot

fig. 51

New road proposals 1981

fig. 52

Road network 1981

principal road

district distributor

service distributor

bus routes

car park

fig. 53

bus services 1981

routes outside central area

central area bus service

VII service number (see text)

main bus stop

main bus & coach station

fig. 54

Pedestrian areas 1981

Vehical free areas & streets

Shopping street with limited traffic

Links between foot streets along traffic routes

Subways

fig. 55

Improvement and redevelopment areas 1981

General Improvement Areas

redevelopment areas

fig. 56

High building policy

existing high buildings

21 no. of storeys

area in which no high buildings should be sited

sillhouette to be safeguarded

areas where height of new buildings is critical

60 maximum height of new buildings (ft)

fig. 57

Conservation Areas

Conservation area boundary

suggested additions to the Conservation areas

fig 58

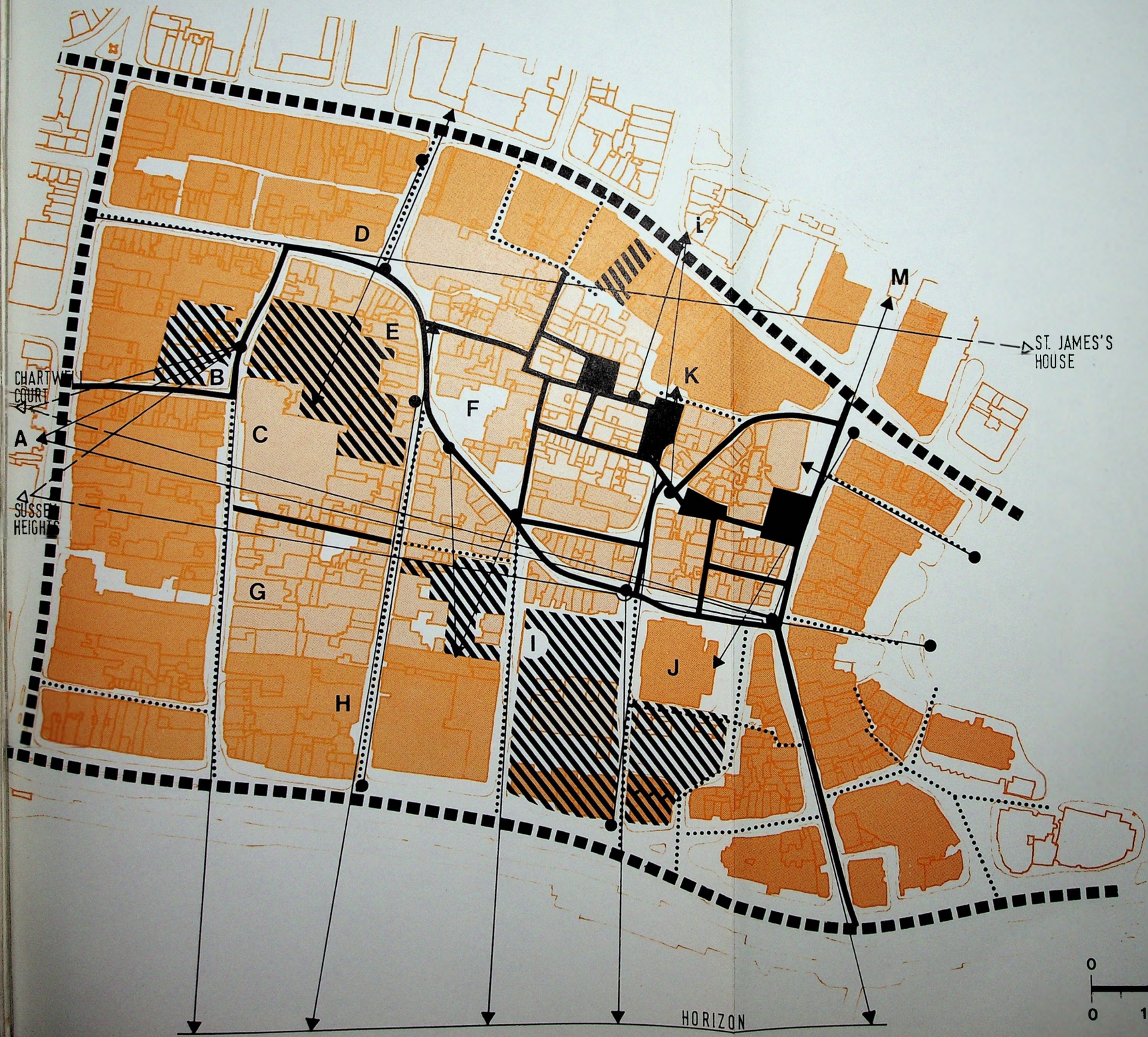
Town Centre Plan 1981

- primary road
- secondary road
- bus route
- car park
- predominently shopping
- open space
- pedestrian areas
- conservation areas
- general improvement areas
- development areas

R	residential
O	offices
S	shops
M	mixed development
W	warehousing
LI	light industry
PB	public building
Ed	educational
H	hotel
CC	conference centre

fig. 59

Urban character - pilot study of Old Town



building scale

- small
- medium
- large
- redevelopment site
- node
- peripheral route
- access route
- character route
- terminal vista

landmarks & points of interest

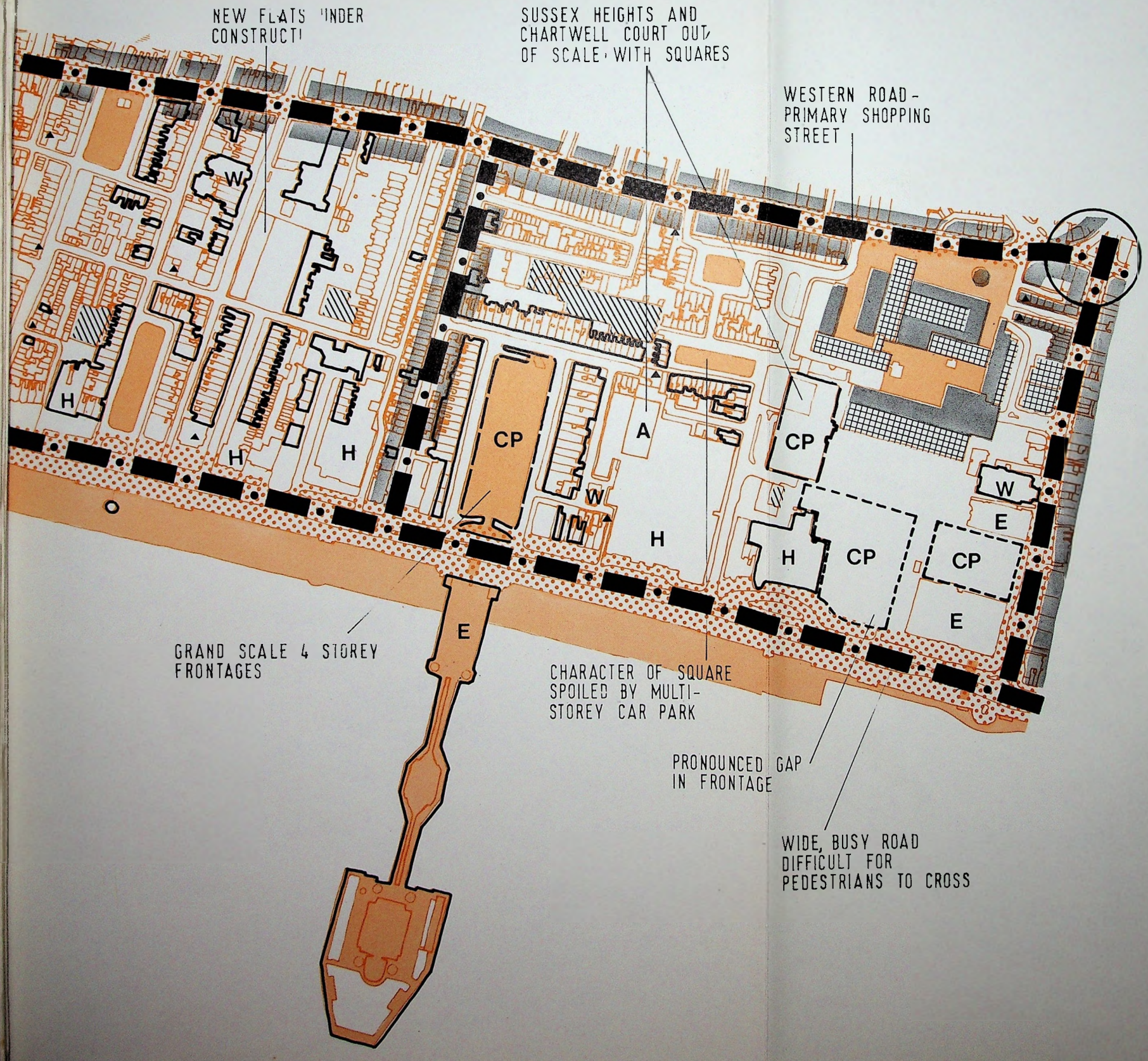
A	St. Paul's Church
B	tree
C	Hippodrome
D	All Saints' Church
E	Seven Stars P H
F	Friends' Meeting House
G	Synagogue
H	Henekey's P H
I	Floral Hall wall
J	Town Hall
K	Hannington's store
L	Royal Assurance building cupola
M	monumental gateway

0 50 100 150 m

0 100 200 300 400 500 ft

fig. 60

Regency Square area survey and analysis



congested junction

heavily used road

bus route

accident area / traffic-pedestrian conflict

listed and local interest buildings

shopping

offices

industry

vehical free areas

CP temporary/permanent car parks

public house

W place of worship

E place of entertainment

A place of assembly other than above

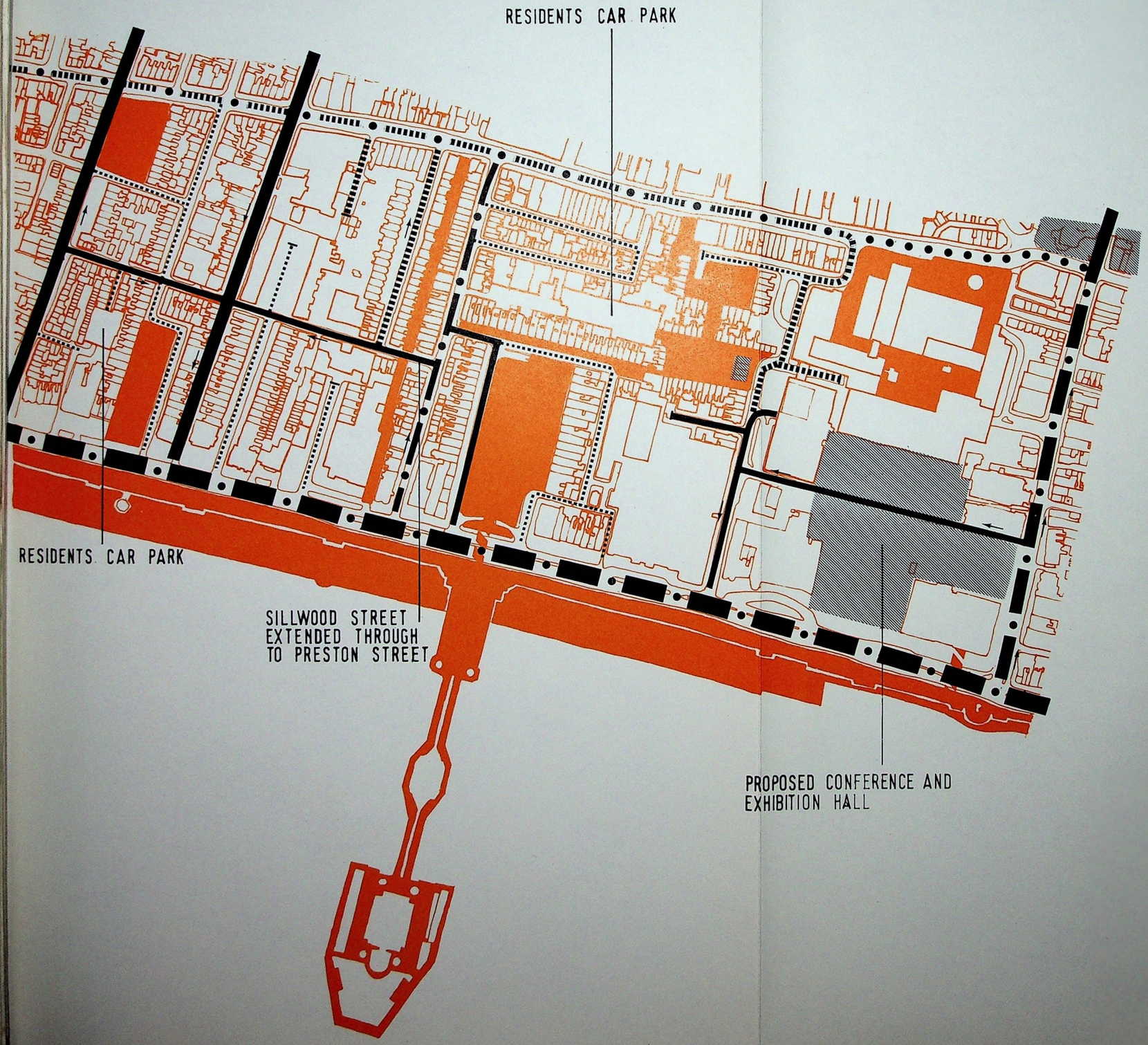
H hotel

0 50 100 150 200 m

0 200 400 600 ft

fig. 61

Regency Square area proposals



primary distributor
district distributor
local distributor
service access
local access
bus routes
one way traffic
vehical free areas
redevelopment site

0 50 100 150 200 m
0 200 400 600 ft

fig. 62
Clifton Hill area survey and analysis
EXTENSIVE VIEW OVER VALLEY
GOOD QUALITY LARGE-SCALE STUCCOED VILLAS
OPEN SPACE HAVE VIEWS OVER TOWN
NEW FLATS UNDER CONSTRUCTION
CG
W
S
CP
disused
E
congested junction
heavily used road
bus route
accident area / traffic-pedestrian conflict
listed and local interest buildings
shopping
offices
industry
vehical free areas
temporary / permanent car parks
public house
place of worship
place of entertainment
school
central government offices
hospital
0 50 100 150 200 m
0 200 400 600 ft

fig. 63

Clifton Hill area proposals

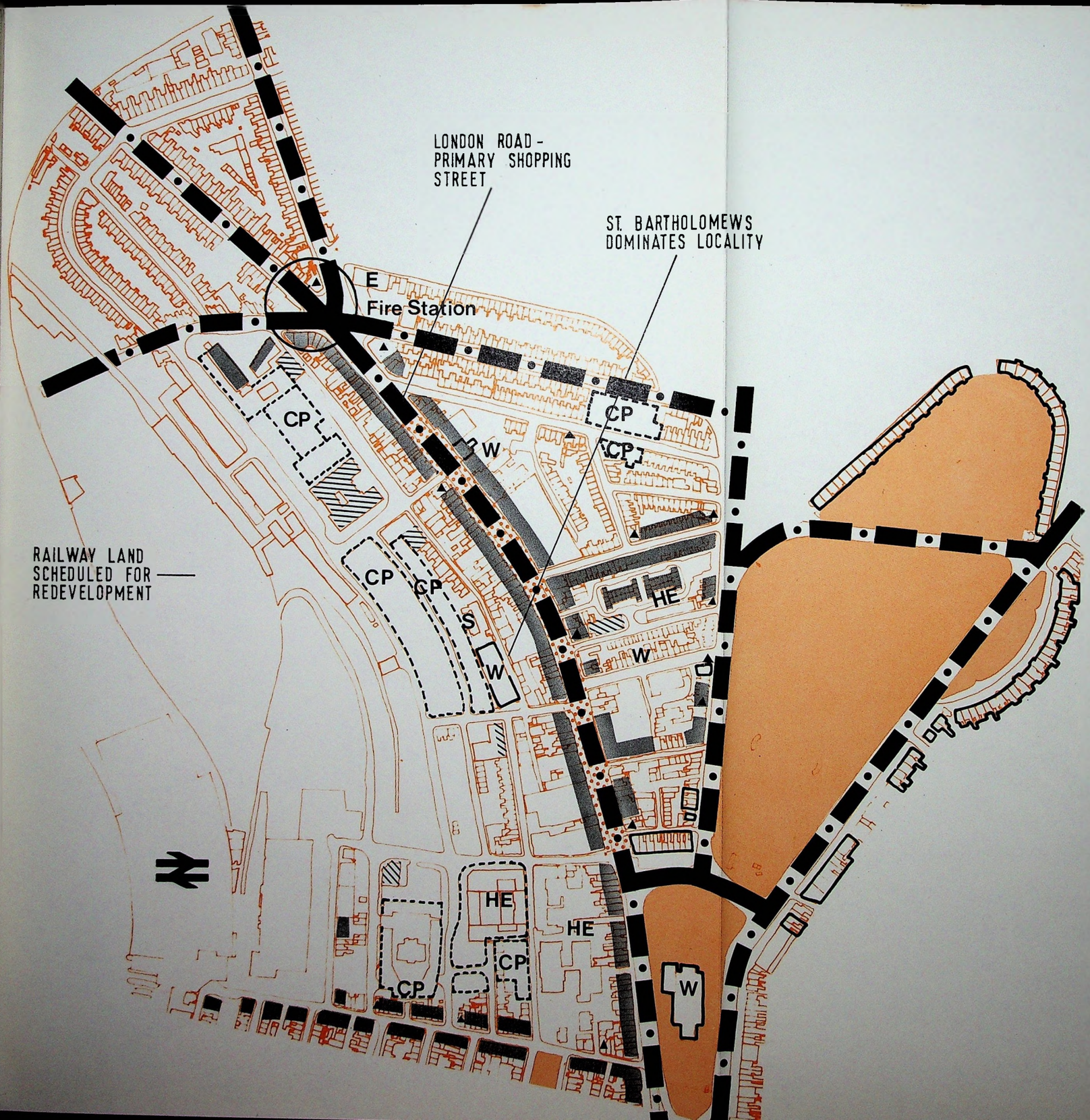
- district distributor
- local distributor
- service access
- local access
- bus routes
- one way traffic
- vehical free areas
- activity areas
- redevelopment site
- general improvement area

0 50 100 150 200 m

0 200 400 600 ft

fig. 64

London Road area survey and analysis



congested junction

heavily used road

bus route

accident area / traffic-pedestrian conflict

listed and local interest buildings

shopping

offices

industry

vehiçal free areas

CP temporary / permanent car parks

public house

W place of worship

E place of entertainment

S school

HE higher education

0 50 100 150 200 m

0 200 400 600 ft

fig. 65

London Road area proposals

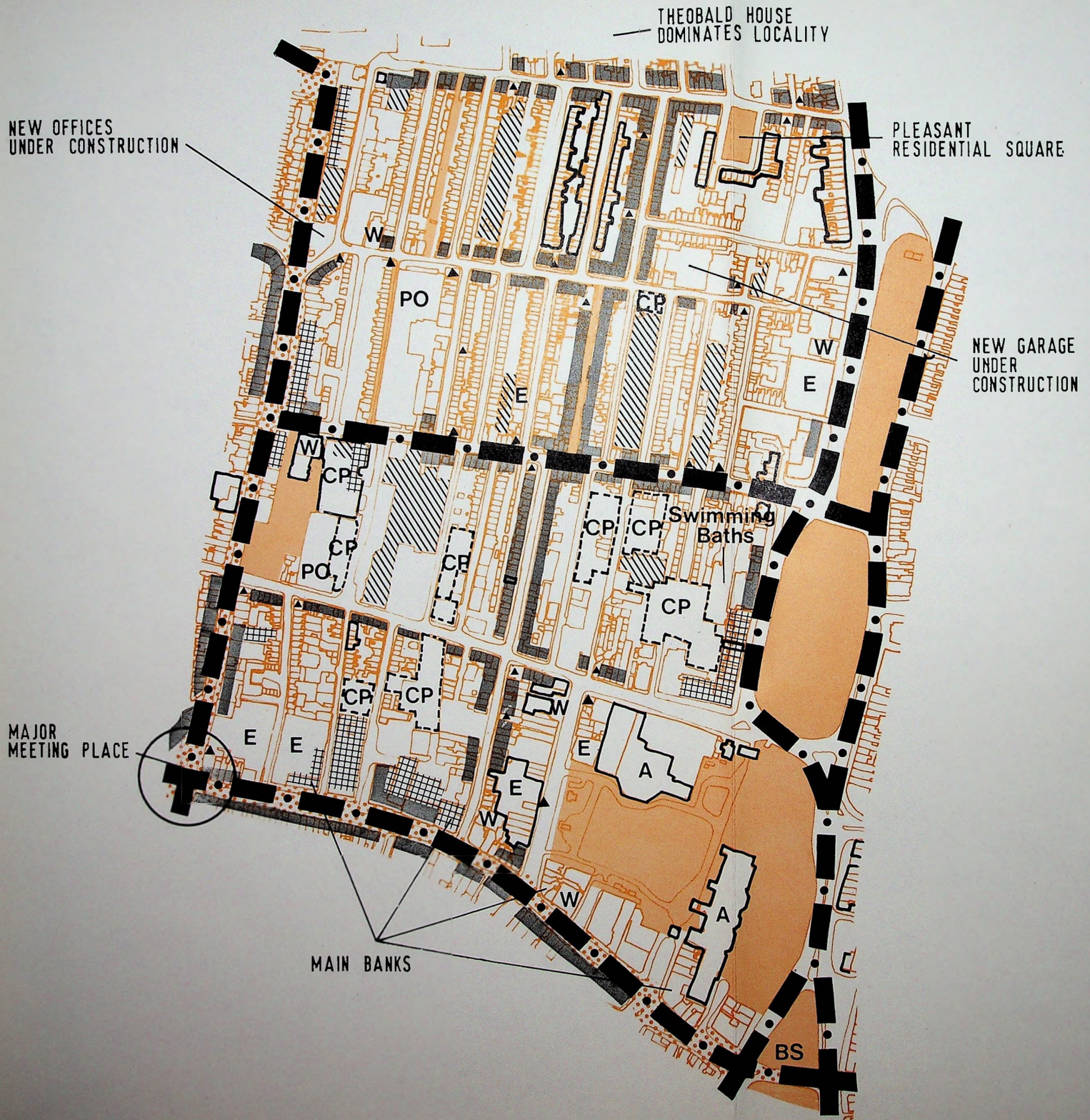
primary distributor
district distributor
local distributor
service access
local access
bus routes
one way traffic
vehical free areas
redevelopment site

O offices
W warehousing
LI light industry
CP car park

0 50 100 150 200 m
0 200 400 600 ft

fig. 66

North Road area survey and analysis



congested junction

heavily used road

bus route

accident area / traffic-pedestrian conflict

listed and local interest buildings

shopping

offices

industry

vehical free areas

CP temporary / permanent car parks

public house

W place of worship

E place of entertainment

A place of assembly other than above

PO post office premises

BS bus station or depot

0 50 100 150 200 m

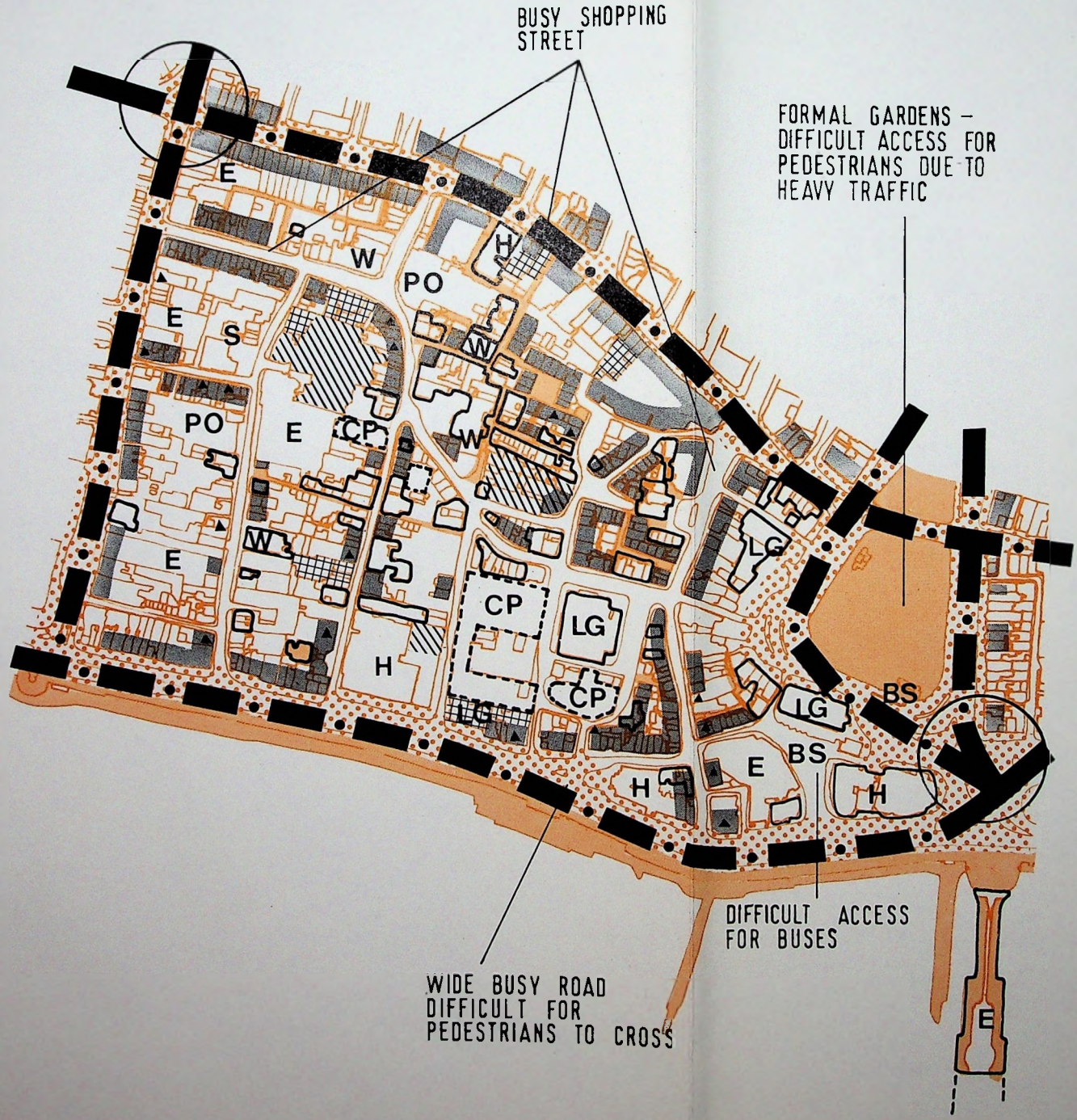
0 200 400 600 ft

fig. 67

North Road area proposals

fig. 68

Old Town area survey and analysis



congested junction

heavily used road

bus route

accident area / traffic-pedestrian conflict

listed and local interest buildings

shopping

offices

industry

vehical free areas

CP temporary/permanent car parks

public house

W place of worship

E place of entertainment

S school

PO post office premises

H hotel

L/CG local government offices

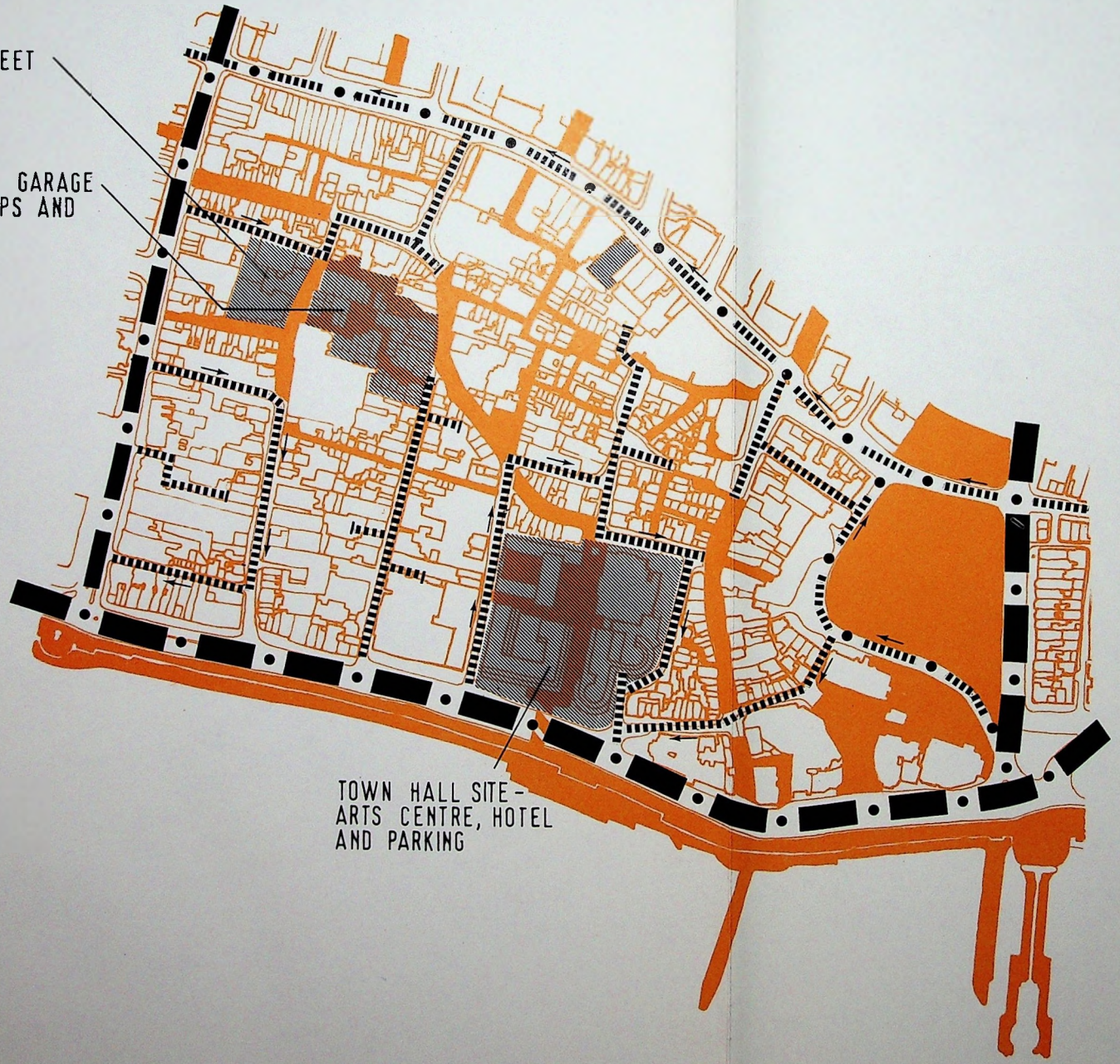
BS bus station or depot

0 50 100 150 200 m

0 200 400 600 ft

fig. 69

Old Town area proposals

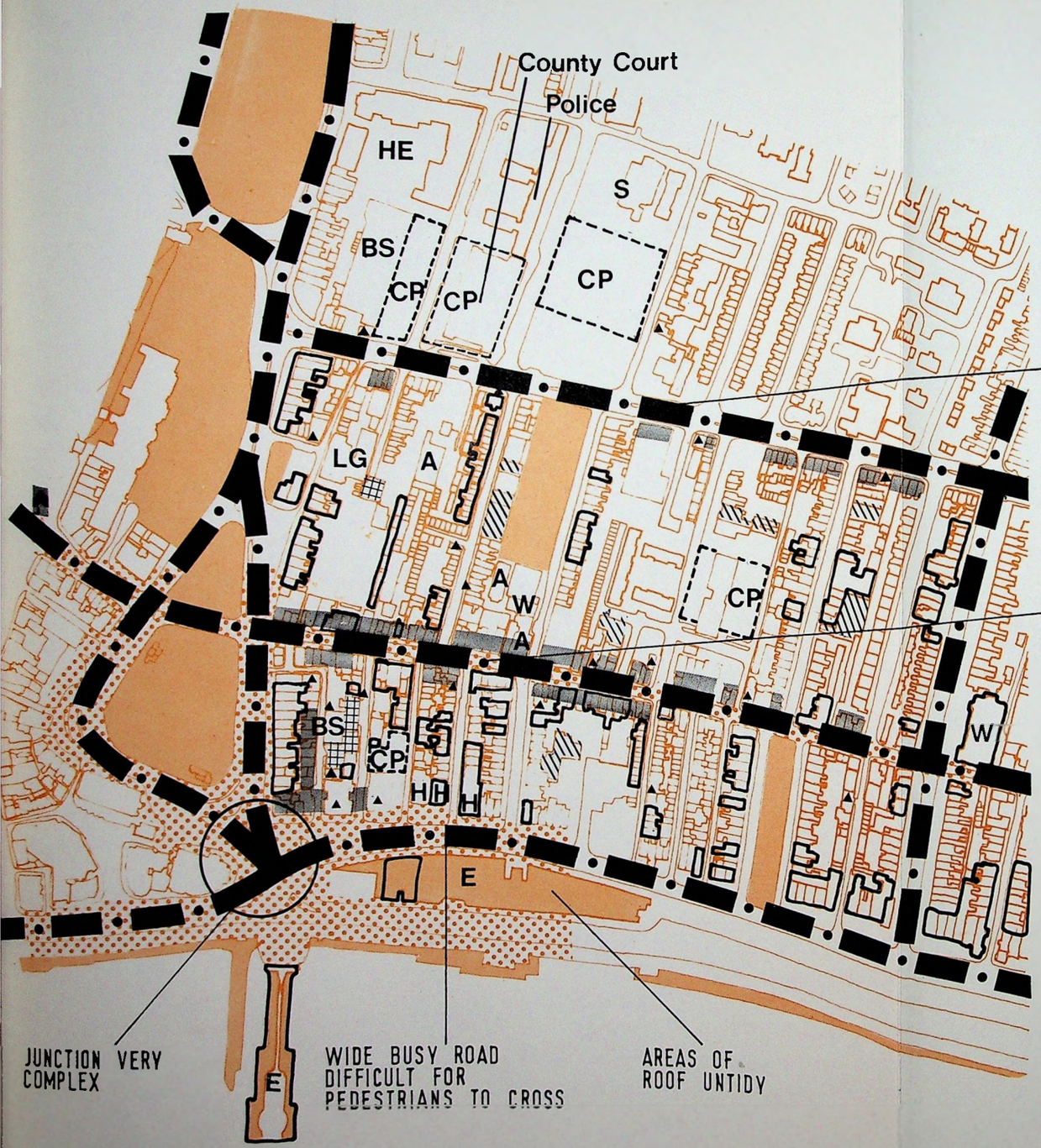


primary distributor
district distributor
service access
bus routes
one way traffic
vehical free areas
redevelopment site

0 50 100 150 200 m
0 200 400 600 ft

fig. 70

St. James's St. area survey and analysis



congested junction

heavily used road

bus route

accident area / traffic-pedestrian conflict

listed and local interest buildings

shopping

offices

industry

vehical free areas

CP temporary / permanent car parks

public house

W place of worship

E place of entertainment

A place of assembly other than above

S school

HE higher education

LG local / government offices

BS bus station or depot

0 50 100 150 200 m

0 200 400 600 ft

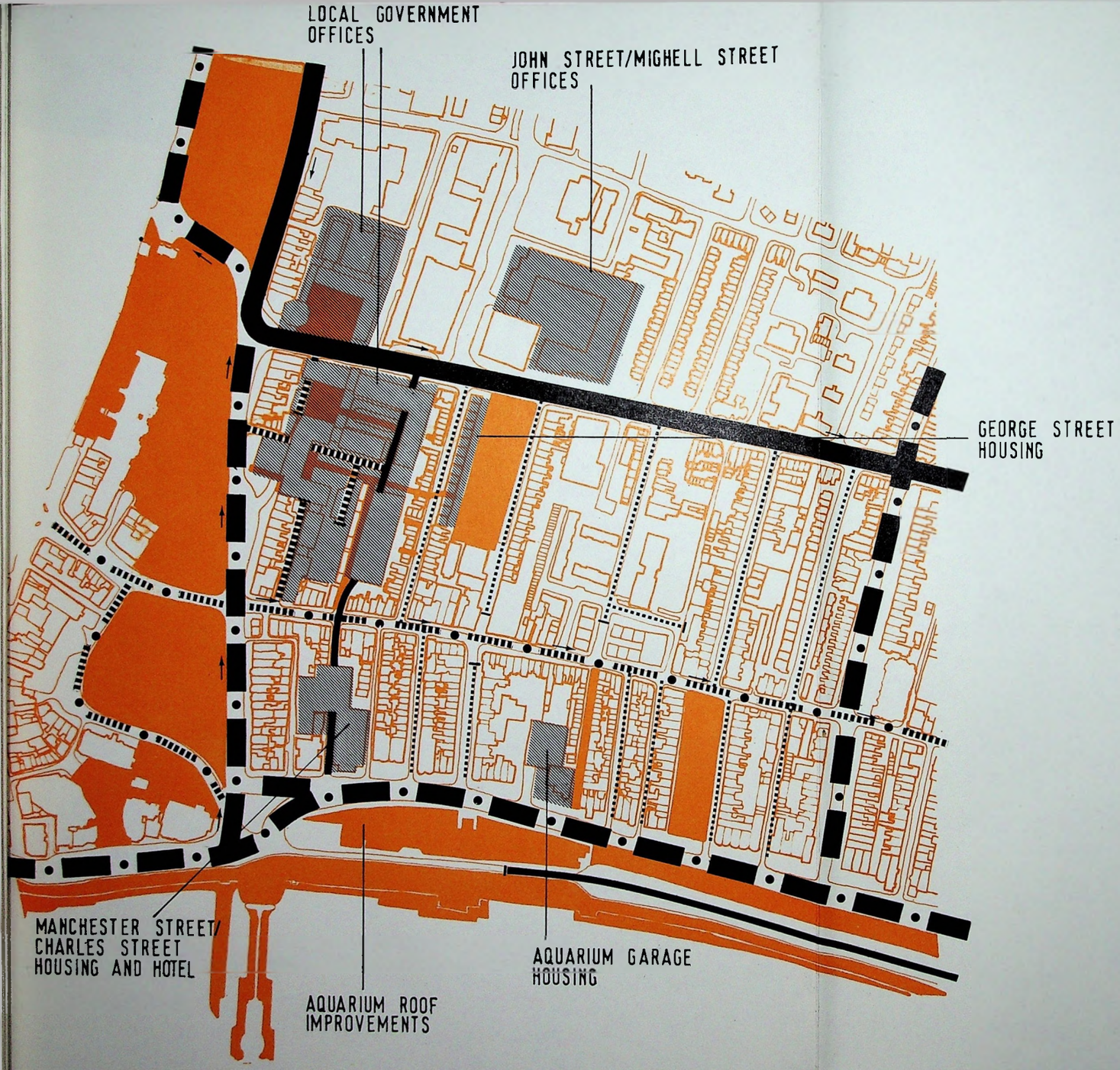


fig. 71

St. James's St. area proposals

- primary distributor
- district distributor
- local distributor
- service access
- local access
- bus routes
- one way traffic
- vehical free areas
- redevelopment site

0 50 100 150 200 m

0 200 400 600 ft